

THE FUTURE OF DOWNTOWN CALGARY



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FOREWORD

As Calgarians, we are fortunate — fortunate to be citizens of a community having a fine natural setting in an advantageous geographic location, fortunate to be sharing in the enormous economic resources of this Province, and fortunate to be within sight of some of the finest mountain scenery and recreational facilities in the world.

Calgary's development has not been marred by many of the problems facing older communities — problems of site congestion and inflexible municipal boundaries, problems of extensive blight and decay, and problems of unemployment, and racial disturbance.

Because of these many advantages, Calgary's population growth, not counting annexations, has been averaging over 4 per cent yearly, and there appears to be little likelihood that this rate of growth will be any less in the future. Within twenty years, we may expect the equivalent of one and one-half Calgaries — in terms of bricks and mortar, roads and parks — to grow within and around the existing city, as the population jumps to 775,000 people.

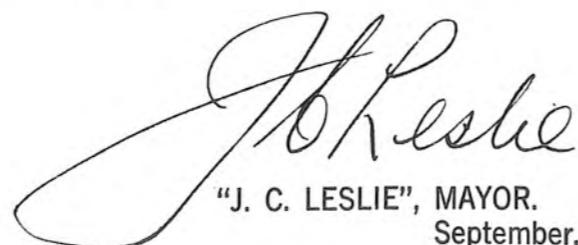
This growth could involve another 3,000 school classrooms, 60 miles of arterial roadway, 25 miles of rapid transit, an additional 2,000 acres of parkland, the development of another water supply source, a doubling of city services, and five additional hospitals. In 1986, Glenmore Park could be closer to Downtown than to the open country, and the driving time to work could be an hour or more.

Under these circumstances, it is our responsibility to plan now to ensure that the new schools, new roads, new parks . . . go in the right places and that our money is well spent. Tomorrow's Calgary will be our bequest to our children and grandchildren.

The shape of the future is already beginning to unfold in the Downtown, the area most sensitive to the influence of growth. The heart of every great city is both a reflection of the past and a conception of the future. Our Downtown should be more than just streets and structures, parks and public buildings; it should be our common meeting place and the cauldron of business, social, and cultural activity.

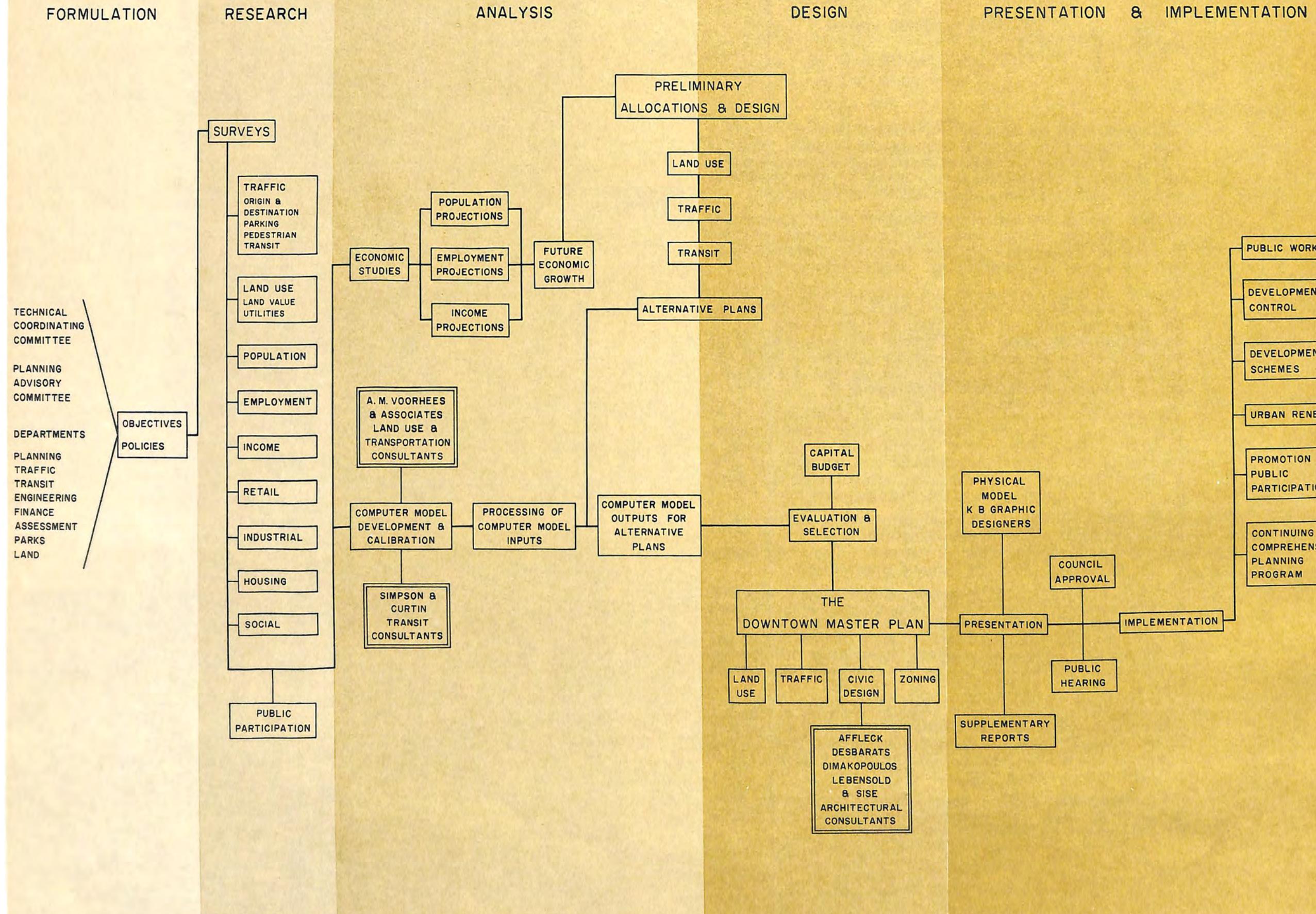
Downtown is the link between Calgarians and their city and the link between Calgary and the world at large. It should be a place that we can all enjoy for the sake of the feelings of pride, pleasure, and excitement it may stir within us. Both beauty and efficiency must be keynotes of its development.

The Downtown Master Plan is the forerunner of programs to provide for our future needs. The picture will be completed by a revised General Plan to be released within a year.



"J. C. LESLIE", MAYOR.
September, 1966





EVOLUTION OF THE DOWNTOWN PLAN

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A STATEMENT OF OBJECTIVES

The Planning Advisory Committee was appointed in 1964 with one specific task:

"To meet periodically with the Technical Group (which includes City Commissioners, planners, engineers and others) to review the progress and discuss the implications, with possible alternatives, etc., of various phases of the Transportation Study and Downtown Master Plan."

The Downtown Master Plan is now ready for publication, while the overall Transportation Study, which is tied in with revisions to the General Plan, will be completed in 1967.

In making choices between alternatives put forward by the Technical Group, the Planning Advisory Committee has been guided by considerations of orderliness, economy, and convenience, not only in terms of densities, circulation, land use, and municipal expenditures, but also in terms of liveability and those things and arrangements in Downtown Calgary that will give pride and pleasure to Calgarians.

There is very little in Downtown Calgary that is exciting or interesting; there is much that is drab and depressing. The east end of the retail core has too many old and out-dated buildings; the fringe residential districts to the east and north of the core are mixed with industries and businesses. The Belt Line, from 1st Street East to 14th Street West, is in the process of transition to become an apartment area, but, at its eastern end, and in adjoining Victoria Park, the old homes are becoming older and are not being replaced. The lack of Downtown parks and breathing space, and the slow rate of progress in obtaining public access to the banks of our Bow River, have been recurring subjects of complaint by citizens.

We live in the motor age, but we cannot depend on the private automobile for all our transportation needs; public transit is necessary too, and for its continued growth and development have to be provided.

This plan makes provision for the creation of an interesting and exciting Downtown, for the elimination of old and worn-out parts,

for more open space, and for full public enjoyment of the Bow River. It also provides for good access both by private vehicle and by public transit.

The members of the Planning Advisory Committee feel that the policies expressed in this plan are attuned to the desires and needs of Calgarians and that they will lead to those changes which are necessary for the well-being of Calgary and its citizens.

We wish to emphasize that the plan is not an end-all, a static document, but is, as a statement of Council's policies, the means of guiding the nature and extent of Downtown development over the next 20 years. It must be kept up-to-date in the light of changing conditions, changing problems, changing goals, and changing policies. The making of the plan has required existing conditions and problems to be examined and this has led to the formulation and statement of concepts of the way in which Downtown Calgary must develop in order to meet its growing needs. The plan focuses attention on those policies of Council that are needed to serve as guidelines for public works and for directing development in the Downtown area.

The plan is also necessary to support applications for financial assistance to the senior governments in conjunction with urban renewal schemes — the senior governments contribute 80 per cent of the cost provided that the schemes are *in accordance or in harmony with an official community plan*. The plan will also be a most helpful document when it is necessary to make further representations to the senior governments for participation in freeway construction and in developing modern public transit facilities.

Council is recommended to hold the public hearing and to adopt the plan by resolution in the manner set out on page 7.

D. J. RUSSELL, Chairman,
Planning Advisory Committee,
City Hall, Calgary.

PUBLIC PARTICIPATION

"In general it can be stated that planning is vital to the citizen and that the citizen is vital to planning.... To me, the individual citizen is the key to the future of our communities. If he can keep interested and inquisitive, overcome discouragement and frustration, and be well-informed, we will have better communities—communities that are planned to take advantage of every opportunity. If all of us leave our future to chance or to someone else we will have to take the consequences, and we will have little justification for complaining either about inconvenience, disorganization, or high taxes."¹

Public participation is provided for in The Planning Act, at various times in plan adoption and by-law enactment procedures. In a democracy though, the public need not wait to be asked before it thinks about, discusses, or urges a particular thing. Nor, in a democracy, is the public excused from responsibility to do its own thinking by saying that the government has not encouraged it to do so.

Certain people in the City have already taken steps to be effectively involved in the planning of Calgary. This is the "Calgary Action Program," an organization that has been established by the Calgary Chamber of Commerce and several other groups. Its basic objectives are :

1. To work toward the best possible urban environment in which to live.
2. To gain representative support for bold and imaginative proposals to improve the urban environment.
3. To encourage the standard of professional and technical competence in planning the urban environment.
4. To ensure that city programs and policies are adequately understood and interpreted.
5. To provide a public forum where matters of concern are discussed and assessed.
6. To provide for close liaison between all citizens, their organizations, and the civic administration through one effective channel.
7. To provide two-way communication between citizens and city administration.

For the public to be concerned about what it wants, it is first necessary for it to be made aware of the alternatives and the choices that it may unite.

This Plan serves to inform Calgarians of problems, now existing and expected to arise in future years, and of the methods that are proposed for their solution. This may be achieved by :

1. free distribution of handout leaflets,
2. sale of the Plan,
3. display of the Plan in public libraries and in the City Hall,

4. display of the model and photographs in a major department store,
5. the showing of selected films on TV, pointing to problems of urban development,
6. encouragement and assistance for the Calgary Action Program,
7. the continuation of slide presentations by city planners to interested groups,
8. a public hearing to enable Calgarians to express their views on the Plan.

Urban planning may be summarized briefly as a process which involves goal identification, research, plan-making and implementation, and all Calgarians, when reviewing this Plan, may find it convenient to give attention to these four aspects :

Goals — These are what the Plan is intended to achieve, set forth in the Statement of Objectives and in the Concept on pages 2 and 3.

Research — Facts and deductions concerning the existing state of affairs are in evidence throughout the Plan; for example Downtown Trends on page 16.

Plan-making — The Plan and Major Land Use Proposals, summarized on pages 4 and 5, set out the form of Downtown that will achieve the goals.

Implementation — This is dealt with mainly on pages 9, 11 and 12, under Urban Renewal, Controlled Development and Public Works.

In preparing this Plan, alternatives, so far as goals, plan-making and implementation techniques are concerned, have been considered and choices made, as for example, the Alternate City Growth Patterns on page 25. Thus, when Calgarians express their opinions to City Council they should indicate whether or not they concur in these choices and whether they are satisfied with the nature of the First Steps itemized on page 7.

This Downtown Plan affects every Calgarian. His active participation should be sought whenever practicable, not just until the Plan is adopted but in the continuing process of implementation.

It is intended that planning in Calgary be not done *for* the people, but that it be done *with* them. And this involves the full realization by Calgarians of their opportunities to participate in planning, and the carrying out by Calgarians of their responsibilities.

1. *Herbert H. Smith, The Citizen's Guide To Planning (West Trenton, N.J.: Chandler-Davis Publishing Company, 1961), page 99.*

SUMMARY

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THE CONCEPT

"We cannot force people into any action they don't deeply desire. If they don't wish to use public mass transportation, they just won't do it. If they don't wish to come to a place that has little to offer in opportunities, attractiveness and human experience, they will stay away in droves."

"Thus, from a practical point, two sets of measures have to be planned and implemented: those that will make movement to and from the city centre as convenient, speedy and comfortable as possible, and those that will lift the environmental qualities of the urban core to the highest attainable level. The aim here must be to reshape the heart of the city into a place that offers more than an opportunity for merely one type of activity such as earning one's livelihood; it should be a place where opportunities for self-fulfilment are multiplied a thousandfold."¹

To improve the health of Downtown, it is necessary to strengthen the desire to get there while reducing the obstacles that stand in the way of fulfilling this desire. In other words, Downtown must be more attractive and more accessible.

The Concept of the Downtown Plan illustrates, in diagrammatic form, the solution to each of these factors, having regard to the characteristics of existing development.

The first objective is to convey almost double the number of automobiles Downtown in 1986 as are conveyed today. This will be accomplished by a network of limited access, high capacity roadways that feed into a Downtown ring system which serves to collect and distribute traffic to its ultimate destination. This collector-distributor roadway encompasses the lineal shape of Downtown's highest activity area, and permits a "sorting-out procedure" whereby motorists may enter the core at the points most convenient to their respective destinations.

Within this high speed ring system is an inner roadway network, comprised of one-way couplets, that frames and protects the Core from intensive automobile penetration and gives direct connection with large parking structures.

From these parking structures, the motorist emerges as a pedestrian, fully exposed to climatic, physical and psychological conditions of environment. The size, shape, intensity and quality of the Core area will determine the pedestrian's movements, and his capacity for

walking will limit the lateral growth of Downtown. A detailed examination of a dozen major cities on this continent has revealed that the core area rarely exceeds a mile in length, with interest nodes not more than 1000 feet apart.

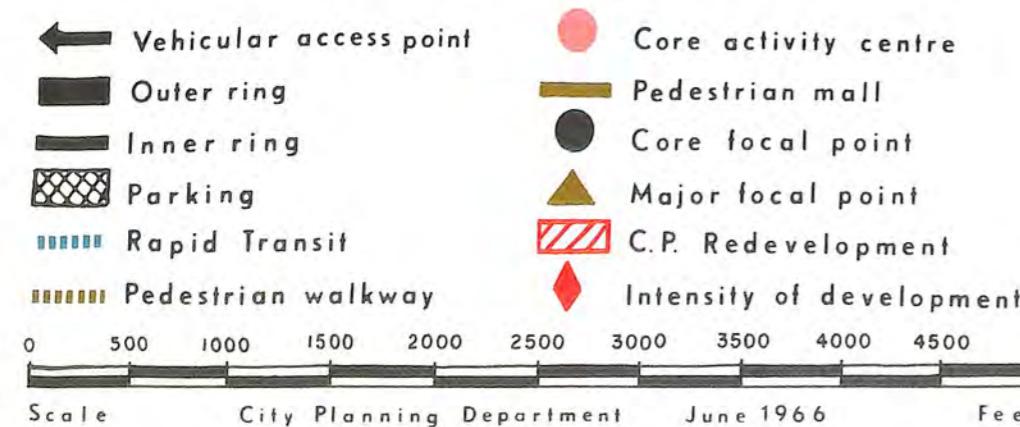
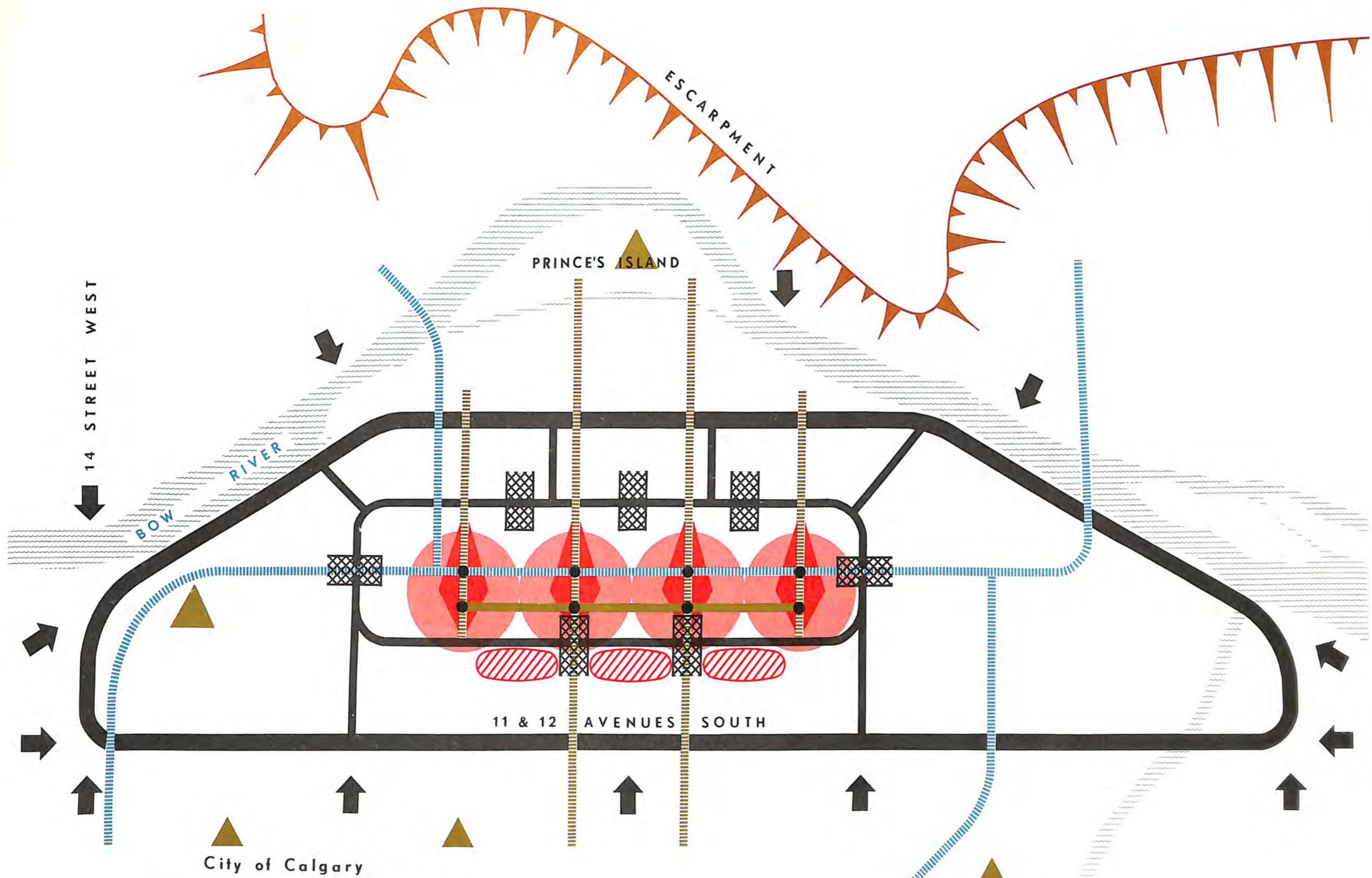
As the most significant feature of the Plan, the 8th Avenue Mall will link together the principal Downtown components — the Calgary (civic) centre, the retail core, the financial core and the office core, within a lineal Downtown (a shape that is dictated by the location of the Canadian Pacific Railway with its associated industries, the east-west orientation of roads and utilities, and the well-developed nature of pedestrian movements). North-south walkways (some covered) will link the interest nodes with parking structures on 6th and 9th Avenues, and with the residential areas of Eau Claire and the Belt Line. For the more ambitious, these walks will also extend to Prince's Island, the Exhibition Grounds and the Planetarium, each approximately equidistant from Eaton's store.

With vehicular traffic excluded from 8th Avenue, a series of open plazas and squares, bounded by colonnades, arcades and malls, will provide a pattern of great interest, creating a change of pace and atmosphere within the heart of Downtown. New buildings, new activities, new meeting places, and new opportunities will find their proper places and the existing ones will function better, for the benefit and enjoyment of all Calgarians wherever they may live in this City.

For those who choose to travel by transit, an "H" configuration of rapid transit routes will feed Downtown, offering a speedy and convenient alternative to the automobile and thereby reducing the demand for parking space in the city centre. All rapid transit vehicles and the majority of main line buses will converge upon 7th Avenue, no more than 500 feet from any part of the Core. Private automobiles will be excluded from 7th Avenue, other than three short portions giving access to existing parkades.

As the backdrop to Downtown, the headland bluffs north of the Bow River will be landscaped and beautified, in conjunction with the proper development of riverbank parks; and that portion of the parkway that skirts Eau Claire and the riverbank will be landscaped to Parkway standards, as defined on page 51.

1. Victor Gruen, *The Heart of Our Cities*, (New York: Simon and Schuster, 1964), P. 300.



THE CONCEPT

MAJOR LAND USE PROPOSALS

The major land use proposals of the Downtown Master Plan are illustrated by Plate 2, opposite. They fall into nine principal groups with the following characteristics:

1. **The Retail Core**, as the continuing central attraction of Downtown, will combine uninterrupted retail uses at the ground level, with offices, entertainment and tourist facilities and possibly with apartments above. It is the peak generator of pedestrian movements and is closely associated with parking structures and transit facilities. In competition with regional shopping centres, it will develop a more specialized range of commodities, stimulated by a growing number of office workers, Downtown residents and tourists.
2. **The Financial Core**, which has been slowly emerging on 8th Avenue, between 2nd and 6th Streets West, is dominated by banks, mortgage and trust companies on the lower floors, with auxiliary uses above; where the financial core overlaps the retail core between 2nd and 4th Streets West, suitable retail and other uses should be encouraged on the ground floors to front on the 8th Avenue Mall.
3. **The Office Core**, merges with the two former districts, but, in recent years, has shifted to the west, often leap-frogging certain hold-out properties. It is predominantly for offices connected with the oil industry, business and personnel services and includes residential and entertainment facilities. The Plan foresees a consolidation of this Core.
4. **The Government Centres**, which comprise two areas (one adjacent to the Court House and the other to City Hall), complement the Downtown core uses. Both of these centres must keep pace with city and regional population growth and, by the addition of a new Land Titles Office, Public and Separate School Board administrative offices and cultural uses, will be strengthened to fulfil a proper role in the future Downtown.
5. **The Institutional and Residential Area** is reserved as the site of a new junior college, including residences, and a senior citizens high-rise project, thereby removing an area of urban blight and replacing it with a campus environment.
6. **The Auxiliary Core Uses**, that occupy the greater percentage of the Frame area, consist of hotel-motel facilities, automotive and low-rent commercial uses, discount houses and furniture stores, the Chinese Community and peripheral Downtown parking. Some of these will be strengthened, at the expense of the less economic transitional ones, with expansion of tourist and convention facilities, the relocation of Chinatown and the redevelopment of the C.P.R. property.
7. **The Service Commercial Areas**, in three major locations, accommodate light industrial, warehousing and wholesaling activities. It is envisaged that these areas will be subjected to a more effective control of environment, through the removal of overhead utilities and the screening of outside storage, to improve the approaches to Downtown and attract low intensity businesses relocating out of the Core (including automotive trades).
8. **Medium and High Density Residential** is allocated to three areas already predominantly residential. The Eau Claire is conceived as a redeveloped Downtown residential neighbourhood, accommodating 6000 - 7000 people (including families with children) in an attractive environment, with high-rise apartments, town houses, a school and park area and a community shopping centre at the entrance to Prince's Island. It will have a well-defined character, with the river on one side and a landscaped parkway on the other, and will be only minutes from the office and retail Cores.

Private redevelopment of the West End will be encouraged at high density, to accommodate bachelors or couples without children, in properly coordinated units having regard to main thoroughfares and transit routes.

In the third area, the Belt Line, that encompasses the district between 12th and 17th Avenues South, and between 1st Street East and 14th Street West, medium density private redevelopment will be stimulated by a series of neighbourhood rehabilitation techniques under urban renewal. In particular, the intrusion of through traffic on local streets will be curtailed and more park and play areas will be introduced.

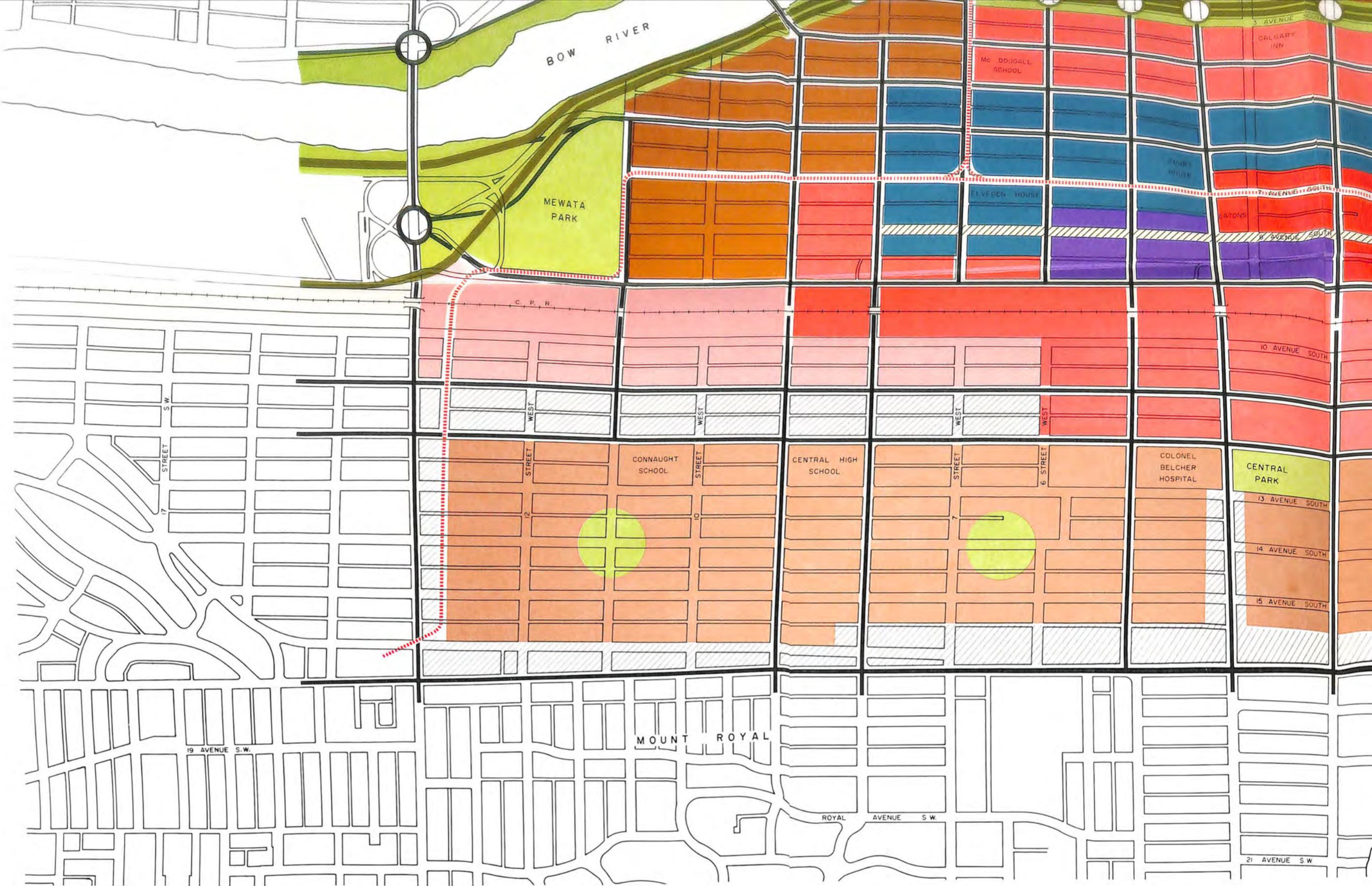
9. **The Riverbank Development**, though mentioned last, is by no means the least important of the major proposals. Together with the headland bluffs, the riverbanks should be an attractive backdrop to Downtown, a recreational area for the use of Downtown and city-wide residents, an attraction to visitors and a feature that, above all else, is unique to Calgary.

In addition to these nine principal groups, Plate 2 shows certain areas requiring further study, namely:

- (a) Between 11th and 12th Avenues South;
- (b) on 17th Avenue South and on 1st and 4th Streets West; and
- (c) in Victoria Park.

The studies of areas (a) and (b) will be directed to the needs of business firms and to the traffic requirements of the thoroughfares; the studies will be particularly concerned with solving problems of incompatibility between the business firms, the thoroughfares and neighbouring residential uses. The study of area (c), Victoria Park, is discussed on page 73.

For the purposes of this report, the major land use proposals have been examined in the context of the following defined areas:



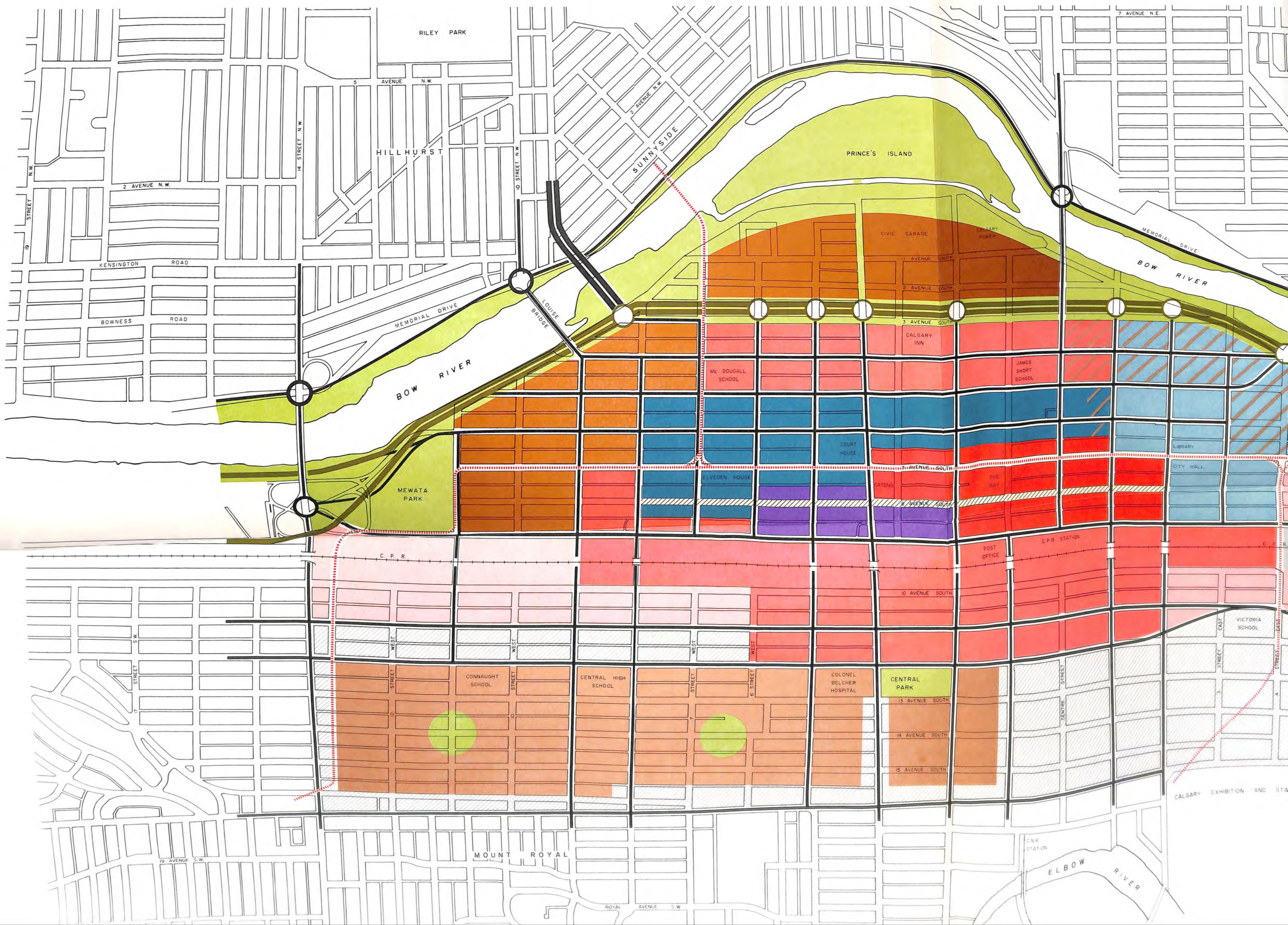
City of Calgary
DOWNTOWN MASTER PLAN

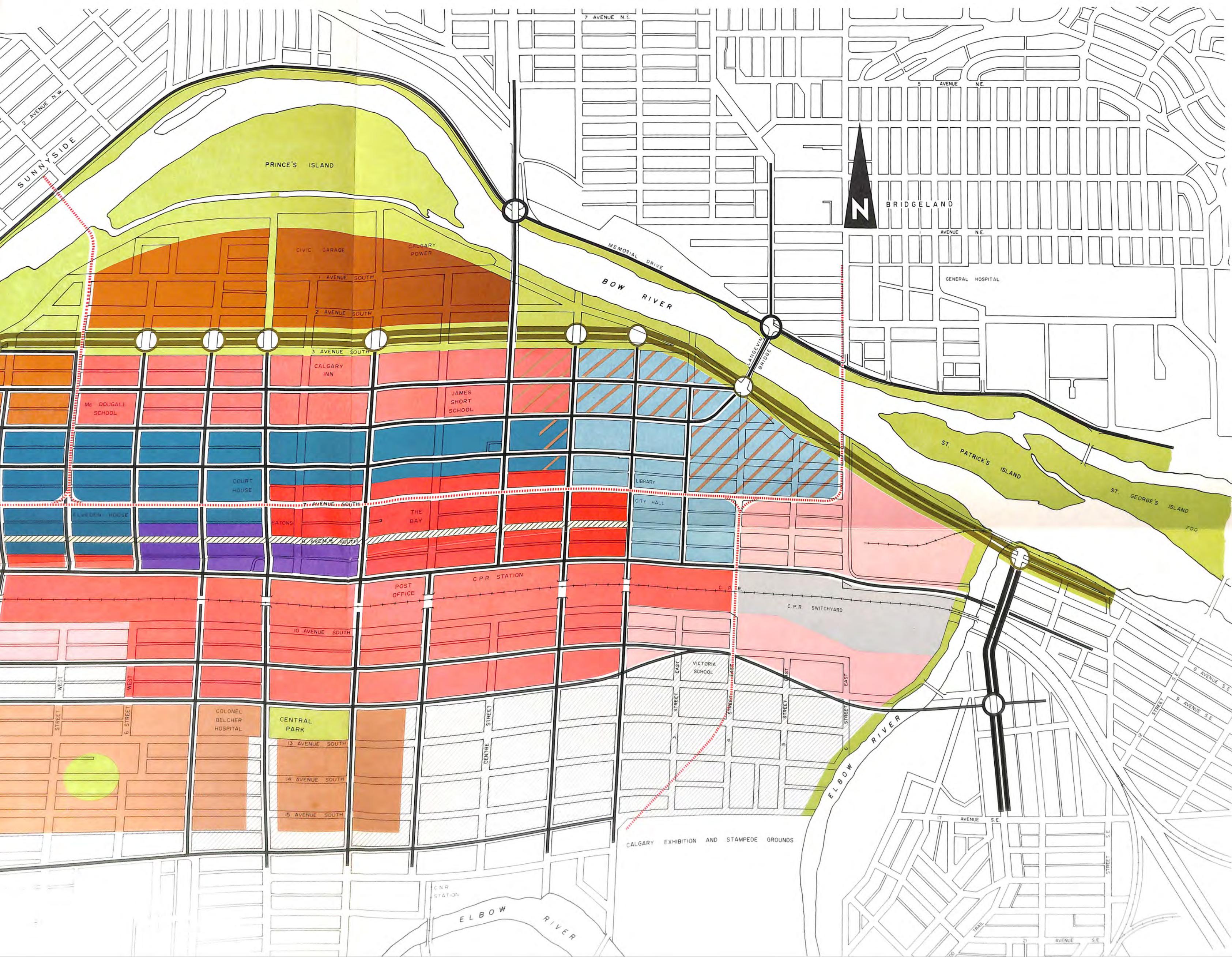
Core Retail	Medium density residential
Core Office	Recreational area
Core Financial	Area for further study
Auxiliary core uses	//// Pedestrian mall
Service commercial	----- Rapid Transit
Government	— Parkway
Institutional, residential	— Major roadway
High density residential	○ Major interchange

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 Scale City Planning Department June 1966 Feet

THE PLAN

2
PLATE





FIRST STEPS

Publicity and Public Hearing

1. Copies of this Plan will be placed in the City Clerk's office, the City Planning Department and in public libraries throughout the City. One complimentary copy will be mailed to bona fide community, business and cultural organizations, upon request, and free hand-out leaflets (containing The Plan and summary) will be available to all citizens.
2. A public hearing will be held by City Council to hear any person or group that wishes to make representations concerning the Plan.
3. Proper official notices of the Plan, its purpose, the places where it may be inspected, and the time and place of the hearing will be published in local newspapers.

Adoption and Control of Development

4. The Plan will be adopted by Council; this may be done either by resolution or by by-law, depending on the requirements of the Provincial Planning Board, and subject to the requirements of The Planning Act.
 - (a) If by resolution, the Plan would be adopted as a program for development of Downtown which, with further elaboration, would lead to an amendment of the City's General Plan; the resolution would include an application to the Minister of Municipal Affairs for authority to exercise development control in the Downtown area.
 - (b) If by by-law, the Plan would be adopted as an immediate amendment of the City's General Plan so far as it concerns Downtown.
5. In either eventuality, appropriate amendments to The Zoning By-law will be made concurrently with the adoption of this Plan to regulate, as far as possible, the use and development of land in the manner prescribed in this Plan.

Extended Zoning Powers

6. Representations to the Provincial Government will be made to have The Planning Act amended to extend the City's powers to control land uses in the implementation of the policies, principles, and objectives of this Plan. In the event of The Planning Act being amended in this manner, the status of this Plan and land use controls will be reviewed.
7. Guidelines for development, encouraging the spacious setting of tall buildings, the provision of plazas, courtyards and covered sidewalks, the proper orientation of buildings and open space, and full recognition of parking require-

ments and pedestrian movements, will be formulated for use either under development control or under extended zoning powers.

Elaboration of Plan

8. The City Commissioners will make arrangements to ensure substantial completion, in 1967, of the program for elaborating aspects of this Plan, including detailed analysis of rapid transit (type and design), new road bridges and interchanges, expansion of the Exhibition Grounds, the future of the C.N.R. yards and relocation of the transit and civic garages, design and development of the 8th Avenue Mall, Downtown parking, control of signs and building maintenance, the development of the river banks and headlands, and the future function of shopping streets such as 17th Avenue South.

Urban Renewal

9. The implementation of Urban Renewal Scheme 1A for part of Churchill Park will be consolidated by the introduction of a further scheme in the direction of Centre Street and 9th Avenue.
10. Applications will be made for senior government participation in the preparation of an urban renewal scheme for the Eau Claire area and for carrying out a city-wide urban renewal study.

Financial Assistance

11. Representations will be continued to persuade senior governments
 - (a) to give significant financial assistance in the acquisition of land for freeways and road interchanges;
 - (b) to give significant financial assistance to provide for more adequate public transit systems; and
 - (c) to make monies available to municipalities for the acquisition of lands, where it is in the public interest to prohibit or greatly restrict development in anticipation of roadway improvements or urban renewal, where land owners are caused particular hardship.

General Plan Revisions and Transportation Study

12. The City Commissioners will review and, where necessary, change existing arrangements to ensure completion of the General Plan Revisions and the Transportation Study at the earliest date.



2
PARKING
9 a.m. - 6 p.m.

NO
PARKING
IN THIS
BLOCK
STREET
CLEANING
STREET CLEANING
AFTER MIDNIGHT

RENEWAL PROGRAM

The Core of Downtown Calgary is encircled by a ring of poorly-used land and, in many instances, by decayed buildings. This ring of blight is characterized by overcrowded and rundown housing cheek-by-jowl with warehouses and workshops, inadequate play space, old fashioned schools, dangerous thoroughfares and a general untidiness; it extends from the Belt Line, between 12th and 17th Avenues West, through the West End, along the Bow River north of 4th Avenue, and south-east of Centre Street into Victoria Park.

There are, of course, degrees of blight — some cities and some areas are worse than others — and Calgary is fortunate that it does not have conditions as concentrated nor as severe as in older communities on this continent. But this girdle of blight and misused land, a legacy from Calgary's earlier years, must succumb to the city's changing needs or it will remain a barrier to the future healthy development of Downtown Calgary.

Urban Renewal is the tool whereby cities rejuvenate themselves. It occurs "privately" whenever an old building is torn down and replaced by a new one; it occurs when a man replaces the roof on his home, or paints the siding, or repairs the fence. Unfortunately, it does not occur uniformly throughout the City; some areas are bypassed and they continue on a downward path to become even more blighted.

Thus "public" renewal, with Federal assistance of up to 50 per cent of certain costs including land acquisition, and Provincial assistance of up to 30 per cent of the remainder of these costs, must be introduced as the means of encouraging redevelopment or rehabilitation that would not otherwise take place. In addition to programs for the elimination of blight by redevelopment or rehabilitation, it is necessary to "prevent" blight by programs of conservation involving the enforcement of minimum standards of maintenance and occupancy.

This public kind of urban renewal is in fact becoming an invaluable tool in helping to achieve a plan; it may be used not merely to correct blight and substandardness but to make the correction in such a

way as to enable the area treated to fulfil the role assigned it in the Plan.

One urban renewal scheme affecting eight blocks in Churchill Park has already been agreed to by the Federal and Provincial Governments and by City Council. Located at the "doorstep" of the retail commercial heart of the City, it is conceived as the means of remedying the problems of obsolescence and incompatibility and of fulfilling the role that this area should play in revitalizing Downtown.

Churchill Park is the first of six areas in Downtown Calgary that are earmarked for urban renewal action in one form or another, illustrated by Plate 28 (page 63). It is envisaged that the following planning program will be undertaken concurrently with the implementation of the eight blocks in Urban Renewal Scheme 1A:

1. The extension of redevelopment in Churchill Park to include blocks omitted from Scheme 1A (in accordance with consultants' recommendations), and possibly in the direction of Centre Street to encourage and enhance redevelopment of 8th Avenue.
2. The preparation of a redevelopment scheme for the Eau Claire area.
3. The survey of city-wide housing and environmental conditions.
4. The preparation of a redevelopment scheme for Victoria Park and rehabilitation schemes for the Belt Line and the West End, in accordance with the priorities assigned by the revised General Plan, which will have regard for the results of the city-wide housing survey.

Calgary's rapid rate of growth has accentuated the need to confront the problems of blight and outmoded land uses in the central area; urban renewal, with complementary private investment, is regarded as a major tool to guide the revitalization of Downtown and provide for an agreeable environment.

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BANK OF
MONTREAL



CONTROLLED DEVELOPMENT

Zoning is a type of land use control.

Calgary's first zoning by-law was enacted as recently as 1935, but land use controls of various kinds date back to, at least, 1898. The 1935 zoning by-law gave way, in 1951, to a period of interim development control which lasted until 1958 when the present zoning by-law was passed. The form and development of Downtown, and indeed of Calgary as a whole, reflect the cumulative effects that these zoning and other controls have had over the years.

Land use controls are an important means of implementing a plan. The Planning Act, which governs planning in Alberta, provides that when a council, by by-law, adopts a general plan (this Downtown Plan is a general plan for Downtown Calgary), it must pass a zoning by-law "to regulate the use and development of land in the manner prescribed . . . in the general plan." However it fails to follow through in section 121, which deals with the regulations that a zoning by-law may include, to provide for all the powers necessary to enable a council to control land uses in a way that is necessary to implement a plan. Specifically, section 121 does not allow for two main types of land use controls that are foreseen as necessary to implement this Downtown Plan, namely:

- (1) A control that will prevent substantial new development on land that is planned for complete redevelopment by way of a future urban renewal scheme or for new roads and interchanges.
- (2) A control that will allow development proposals to be dealt with on the basis of their merits, having regard to their conformance with the Downtown Plan.

The absence of these particular powers is not surprising because so few general plans have been adopted; in fact Calgary's general plan of 1963 was the first, and still is the only plan to have been adopted by a major city of the Province.

The emphasis in the zoning provisions of The Planning Act is then, as might be expected, on zoning in its traditional role of protecting existing development, and of maintaining the status quo. In other words, the emphasis is on zoning for areas planned not to change. When there is a general plan, as for example this Downtown Plan, many areas are planned to change; and, if zoning is to be effective in helping to carry out these changes, there must be an evolution of the zoning provisions so that zoning may be used in this new role.

The Planning Act, however, provides for land use controls not only by "zoning" but by "development control" as well. Under development control, development proposals are dealt with "on the basis

of the merits of each individual application for permission to carry out development, having regard to the proposed development conforming with the general plan being prepared".

Development control provides for a series of rights of appeal from the municipal planning commission or development control officer, to the development appeal board, then to Council, and finally to the Provincial Planning Board. This can be seen as a very full protection of the individual's rights.

This type of control, it is understood, may be used to deal with the types of problems for which the land use controls mentioned above are needed. It must though be pointed out:

- (1) Development control is only available where a general plan is being prepared; this means that Council will have to adopt this Downtown Plan by resolution as a program for urban renewal and further studies and as a preliminary part of the overall General Plan revisions which are to be completed in 1967. The form of resolution is set out on page 7.
- (2) The power to exercise development control is not granted automatically on the passage of the resolution but is dependent on a recommendation of the Provincial Planning Board and on the decision of the Minister of Municipal Affairs.
- (3) Development control in practice is not exercised without written rules, and these should be formulated as soon as possible.

These rules or guidelines will incorporate many of the standards and regulations in the present zoning by-law, but as the process of elaborating the policies, principles, and objectives of this Plan proceeds, changes will be made. It is anticipated, for example, that the present bonus system — usually expressed in terms of allowing additional floor space in return for on-site amenities — will be developed further to ensure good design and layout for the long term benefit of the development, its environment and surrounding land uses.

Until The Planning Act is amended in respect to zoning powers, development control appears to be the most satisfactory way of controlling land uses to implement the Downtown Plan, and until the power to exercise development control is granted and development control procedures are established, it will be necessary to continue with the zoning by-law, amended to conform as far as possible with the policies, principles, and objectives of this Plan.

PUBLIC WORKS

Implementation of the Downtown Master Plan falls into two basic categories :

1. **The Public Sector** which, in addition to its traditional role of providing roadway and transit facilities, schools, parks, administrative and recreational buildings and utilities, has been expanded through urban renewal to include land assembly.
2. **The Private Sector** which undertakes most building renovations and replacements, subject to development controls, and is to be encouraged through bonus techniques and better liaison to improve on-site amenities and environment.

The urban renewal and controlled development aspects have been covered on preceding pages and relate to the major land use proposals on Plate 2, page 5. The public works aspects of this Plan are now examined, but only in the limited context of the Downtown area. Clearly it is difficult to isolate costs for a portion of a transportation system that must encompass the entire City and be refined with the up-dating of the city-wide General Plan. The estimated costs (in 1966 dollars) summarized under the following items also do not have regard for the nature and extent of financial reimbursement that may be obtained from the senior governments in the development of a rapid transit system. Nor do they include assistance on land acquisition in urban renewal areas for roadway and park requirements.

1. **Parking Demand**, in the Core area, will be orientated to 6th and 9th Avenues. Assuming that the City will continue to meet the deficiency of parking requirements for shopping and personal service trips not met by private enterprise there may have to be 1500 additional public stalls in parking structures in the Core area. The estimated capital expenditure over 20 years is \$4.5 million.
2. **Pedestrian Demand** will increase substantially with the increased intensity of Downtown land use, the greater variety of activities and the doubling of Downtown resident population. The 8th Avenue mall will accommodate much of the additional east-west movement but must be supplemented by convenient and sheltered links with parking structures and auxiliary core uses to the north and south. The estimated cost for paving and landscaping of the 8th Avenue mall, from 1st Street East to 8th Street West is \$500,000; but, in addition, a sum of \$1,000,000 should be set aside for the development of "mini-parks", should the bonus zoning incentives fail to secure sufficient open space in the core.
3. **Traffic Demand** is expected to increase by 75% in 20 years, from 190,000 person trips per day, to and from the Downtown area north of the C.P.R. tracks, to 332,000. The total Downtown person trips in 1986 will be 458,000, with the greatest corridor increases to the south and west. The estimated Downtown portion of capital expenditures on freeways, bridges and interchanges needed to meet this increased demand is \$38 million.

4. **The Role of Transit** is to be given a greater prominence in the development of Downtown, with the introduction of a city-wide rapid transit system in the form of an "H" serving the four heaviest travel corridors, with intersecting feeder bus lines. This will be supplemented by a system of bus routes also converging upon the Downtown core, so that 7th Avenue will become almost exclusively a transit right of way. The total estimated cost of the entire rapid transit system is between \$105 and \$140 million, dependent upon its design. The Downtown portion would be only one-quarter or one-third of this cost, though it is not really practical to separate it from the whole.

5. **Riverbank Development** is comprised of three principal components :
 - (a) The improvement of the south riverbank frontage, a total of 20 - 30 acres of land (dependent upon the finalized alignment of the Downtown Parkway). Land purchase is estimated at \$1.8 million and improvements at \$375,000.
 - (b) The improvement of Prince's Island (38 acres), at \$407,000, plus a 4th Street bridge connection over the south channel estimated at \$325,000.
 - (c) The landscaping of 73 acres of headlands at an estimated cost of \$475,000.

Thus the estimated total cost of riverbank developments is \$3,382,000.

6. **Other Public Works** which will arise in the normal course of city growth include a new fire hall, extensions to the public library, police station, civic administration buildings and additional cultural and recreational facilities; the planetarium is currently under construction as a centennial project. The cost of redevelopment or rehabilitation in the urban renewal areas and the cost of land acquisition for expansion of the Exhibition Grounds cannot be estimated until the nature of these schemes has been determined. The City's share of costs in such schemes is approximately 20%, exemplified by the Churchill Park Scheme 1A wherein the net cost to the City is estimated at \$1,105,000 of a total \$5,524,000.

It is important to note that a long-range public works and capital program will be presented in conjunction with the revised General Plan and the Transportation Plan. This program is an integral part of the General Plan and, when effectively used, can become one of the most important factors in translating the Plan into reality. The capital program will include :

1. An estimate of all revenues available for capital improvement;
2. A listing and description of all projects deemed essential or desirable;
3. A schedule showing funds allocated to projects and proposed scheduling in detail for the first five years of the Plan and in general form for the remaining period.

PART I

the role of downtown

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HISTORICAL ANALYSIS

The settlement of Calgary was initiated by the establishment in 1875 of a North West Mounted Police post at the confluence of the Bow and Elbow Rivers.

In 1884 the Canadian Pacific Railway surveyed a new townsite west of the original settlement and began to encourage development of markets and trade that would utilize the railway. Calgary soon became an urban settlement serving as a collection and distribution point for the western prairies, with business and commercial establishments, such as banks, hotels, service industries, and warehouses, forming the beginnings of its future Downtown.

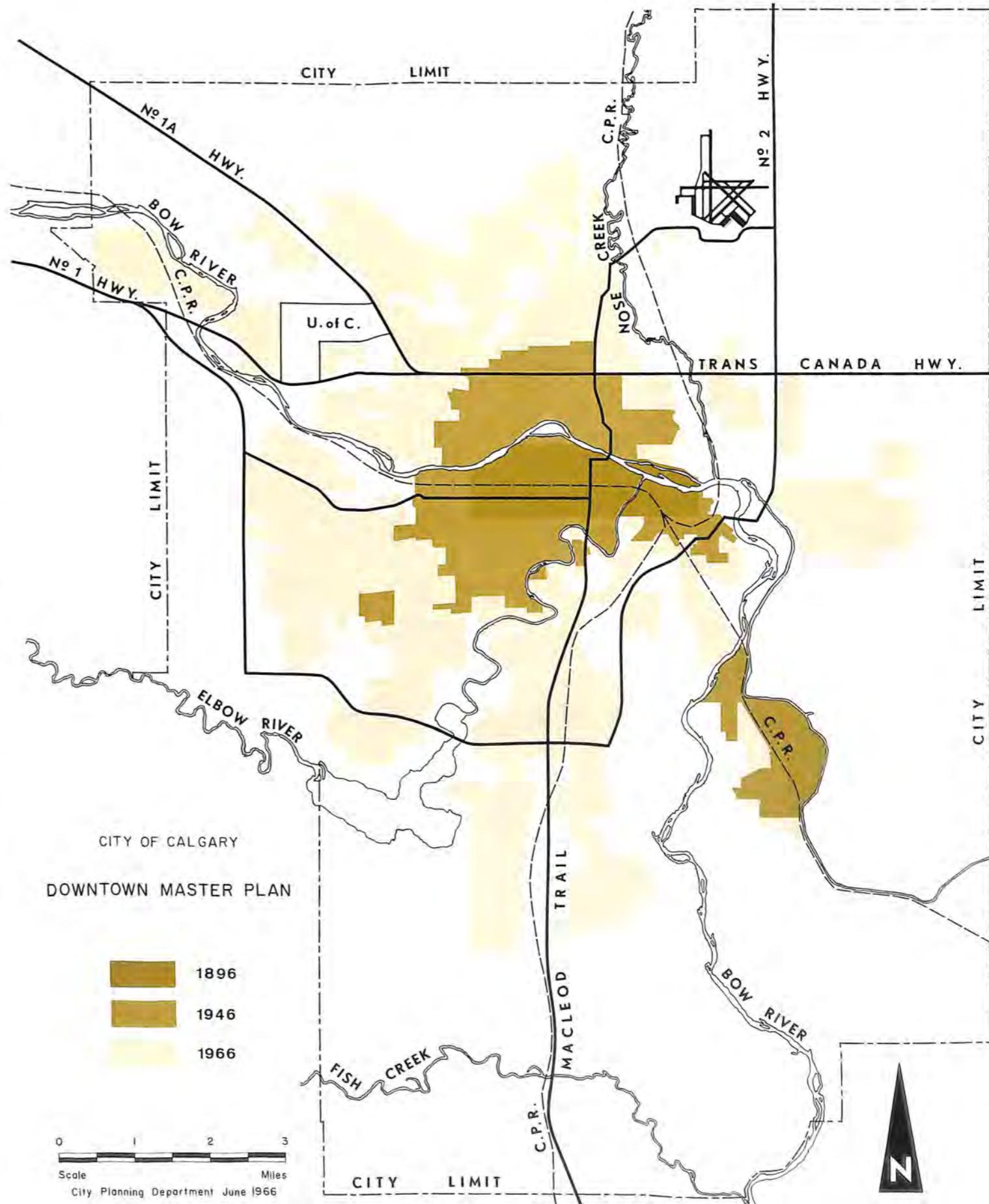
Following the initial stampede for lots in the new townsite, the growth of Calgary was slow, but steady, through the 1880's and 1890's; by 1906 its population was over 13,000 persons. The first major boom occurred in the years 1906 - 1914 when the population increased by over 35,000. Wide-spread land speculation and hectic building activity took place, due primarily to rapid agricultural expansion in the region.

The rich oil strike in 1913 in Turner Valley, south-west of Calgary, gave impetus to Downtown development, particularly in the demand for office space, but the outbreak of war abruptly changed the whole picture. Apart from a mild boom in the years 1927 - 1930, the period between the two world wars was one of stagnation and inactivity.

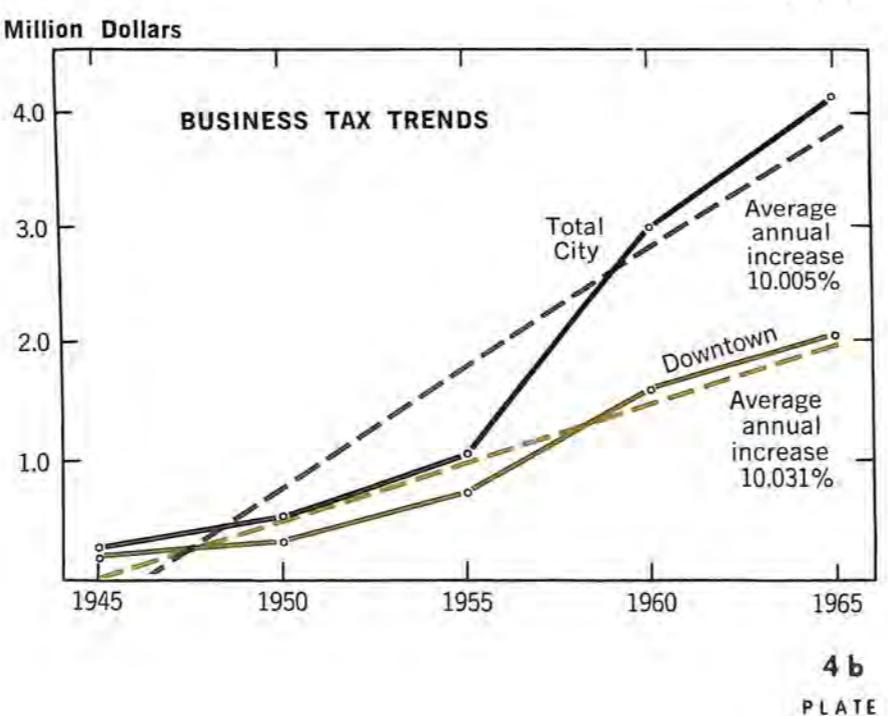
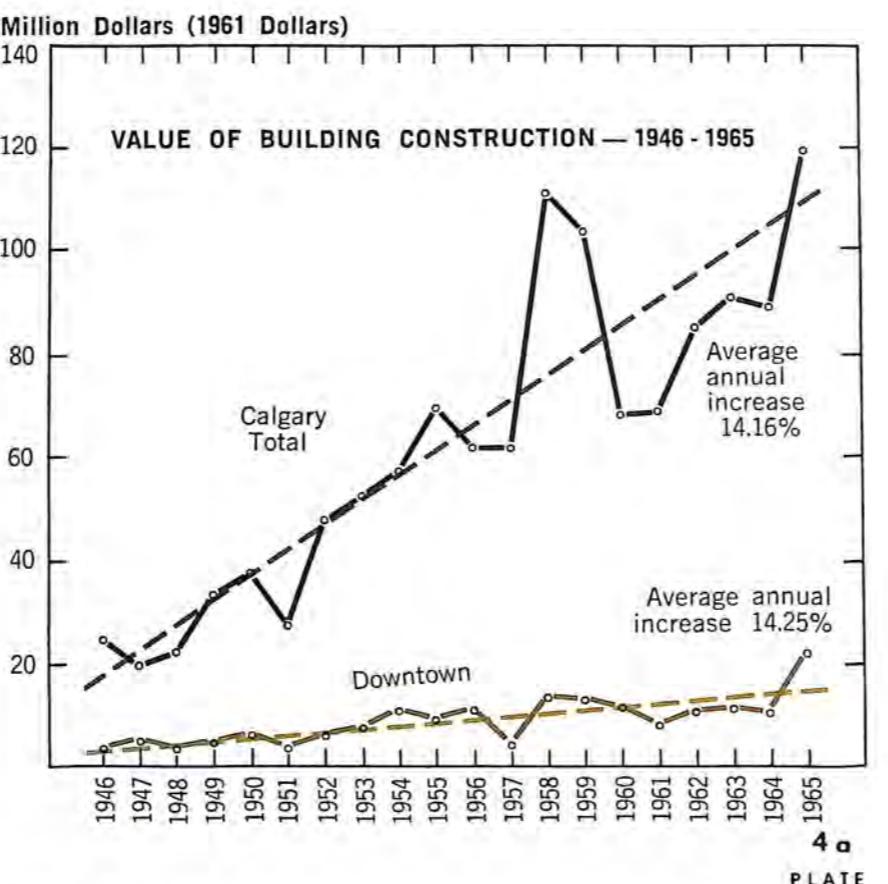
Following the Second World War, there was an upsurge of development and the subsequent expansion of the oil industry, with its administrative offices located in Calgary, and the growth of secondary industries, tourism, and other functions have produced boom conditions hitherto unknown in this city.

In Calgary's earliest days, Downtown was essentially the City's only shopping and employment district; by 1896 it had grown to include an area of approximately 1350 acres. Although the Downtown has since, in some ways, declined, it still is the only part of the City which is reasonably accessible to the entire population and, therefore, there are to be found within it, all those uses that require a central location.

The spread of the population to the suburbs in the last 20 years has generally indicated a preference for more spacious living rather than for easy or convenient access to Downtown work and shopping places. Suburbanization has been facilitated by an increase in automobile ownership and by the extension of suburban bus services. This has resulted in a changed role for Downtown; there is now, for example, less emphasis on Downtown as a market place for day-to-day shopping, and more on Downtown as the place where specialty shops, prestige offices, service businesses and tourist facilities are to be found.



DOWNTOWN TRENDS*



The health and strength of Calgary's Downtown can be measured by economic indicators related to the growth of the total city, particularly in terms of building construction and tax yield.

In comparing the average annual rates of increase in value of construction of both Downtown Calgary and the total city, from 1946 to 1965, Plate 4A indicates that, while the rate of increase of the total city was 14.16 per cent (4.532 million dollars), the Downtown rate was slightly higher at 14.25 per cent (627,000 dollars). Further analysis shows that the value of construction in Downtown relative to the total city, over the past twenty years, has ranged from a low of 7.05 per cent in 1957 to a high of 18.97 per cent in 1965, with a yearly average of 13 per cent of the value of total city construction. The high construction value in the Downtown is largely attributed to the growing demand for office space and for high-rise residential apartments.

With the tremendous population growth of Calgary and the spread of the suburbs, Downtown* general property taxes have decreased from 31 per cent of the total city in 1945 to 15 per cent in 1965. As a city grows, it is generally expected that a decreasing proportion of the general property tax will be derived from the older, developed core. During the past twenty years, however, the average annual rate of increase in general property taxes in Downtown Calgary has been 12.8 per cent as opposed to an annual rate of increase for the total city of 9.2 per cent.

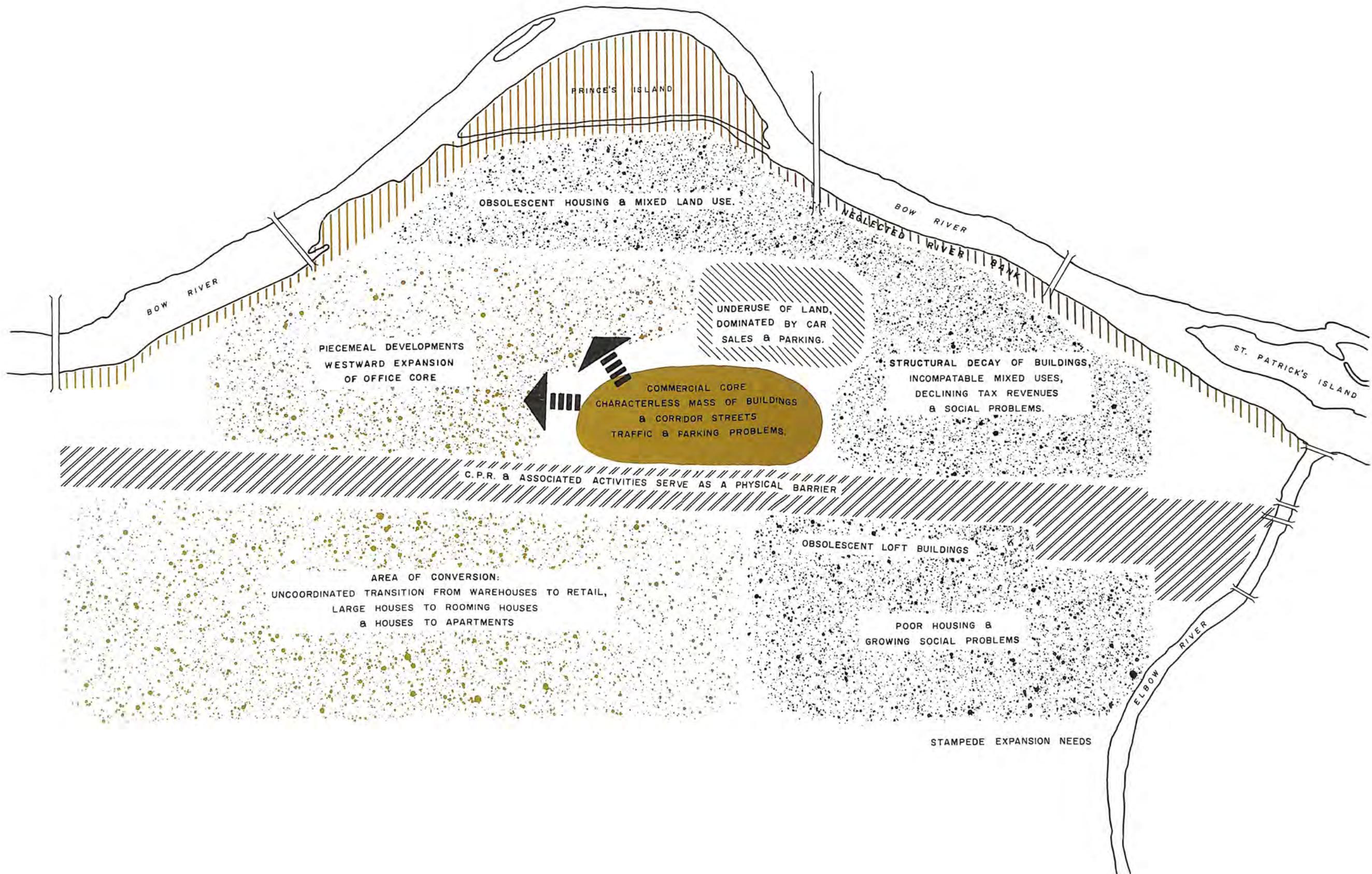
It will be seen from Plate 4B that the rate of increase of business tax for Downtown has been similar to that for the total City (approximately 10%), for the past 20 years, although the business tax yield of Downtown as a proportion of the total City has decreased from 66 per cent to 49 per cent over the same period. Business tax yield is not unlike total general tax and is expected to account for a decreasing proportion of the total with increasing city size. The figure of 49 per cent does indicate, however, that virtually half of the business tax yield is still in Downtown.

In other cities it has been found that the retail structure of the Downtown undergoes significant changes with increasing city size. While larger cities always have more retail sales Downtown than smaller cities, these sales are not proportionate to the population. It appears that the greatest shift of sales from the Downtown to outlying areas occurs as cities approach 150,000; and while the percentage of total city sales in the Downtown decreases as the city size increases, the decrease is relatively slight after the 150,000 mark is surpassed.

While the decline in per capita Downtown retail sales in Calgary is implied, there is no evidence to believe that total sales have decreased. On the contrary, the increase in the number of retail outlets would suggest a significant increase in activity. In 1955 Henderson's Directory indicated 358 outlets in the Downtown. By 1960, there were 435 outlets, and by 1965, this number had increased by 64 to 499.

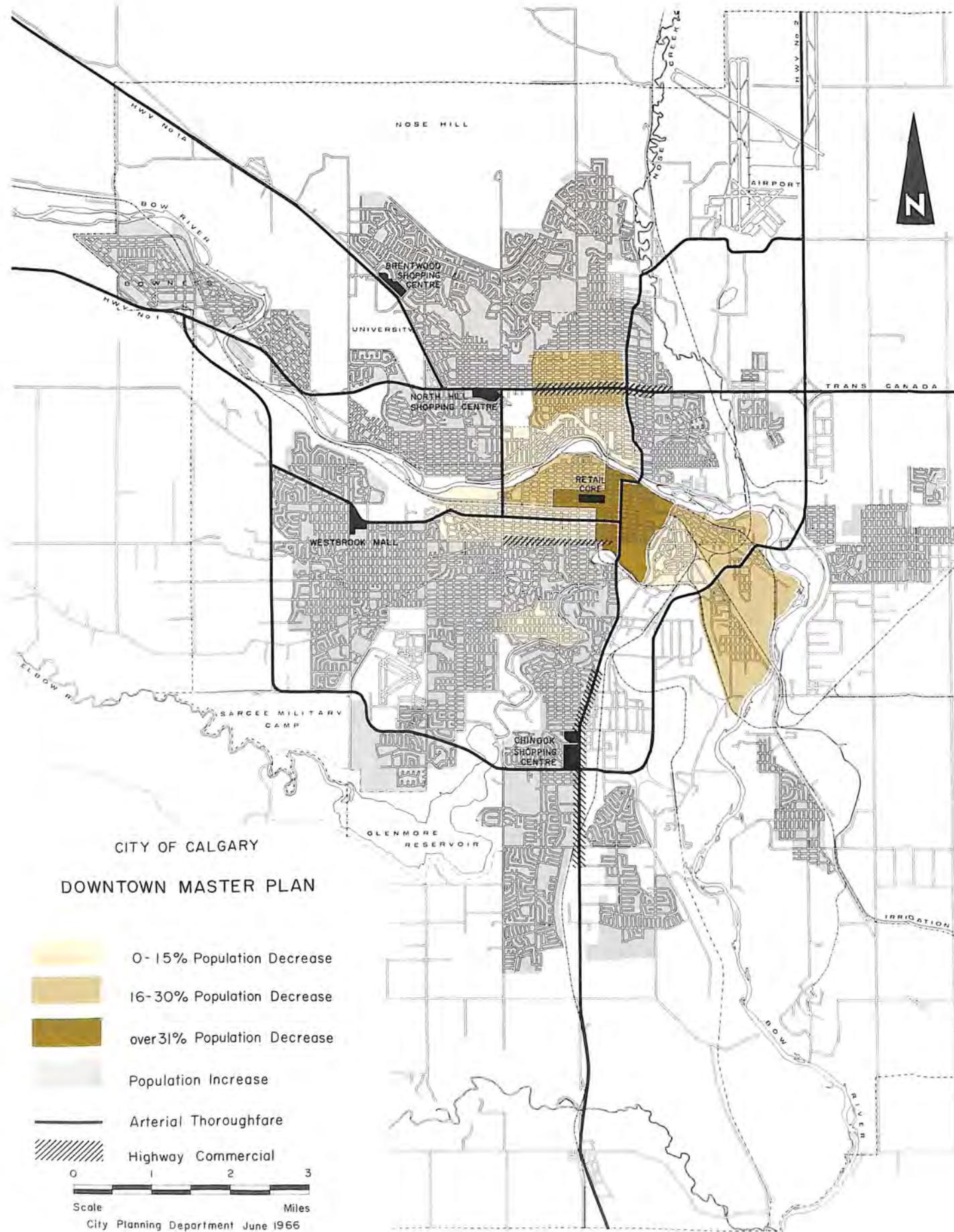
In terms of sales volume by floor space, the Downtown is slightly behind the rest of the City. Retail sales in 1964 were 34 per cent of the total city retail sales, while floor space utilization for retail outlets was 35 per cent of total city floor space for the same activities. However, Downtown stores make far more intensive use of site area, which is reflected in the higher property taxes which they contribute.

* Downtown, as used in this context, is defined as that area between the Bow River and the C.P.R. tracks and between 11th Street West and 6th Street East.



DOWNTOWN TRENDS AND INFLUENCES





AREAS OF DECLINING POPULATION
1955 - 1965

6
 PLATE

The spread of the population to the suburbs in the last 20 years has generally indicated a preference for more spacious living rather than for easy or convenient access to Downtown work and shopping places. Suburbanization has been facilitated by an increase in automobile ownership and by the extension of suburban bus services. This has resulted in a changed role for Downtown; there is now, for example, less emphasis on Downtown as a market place for day-to-day shopping, and more on Downtown as the place where specialty shops, prestige offices, service businesses and tourist facilities are to be found.



Prospect



Approac



Approach



Disappointment

To thousands of daily commuters and an annual influx of 2½ million visitors, the first glimpse of Downtown Calgary, from all major approaches, is an exciting prospect—an inspirational skyline set in the bowl of the valley.

Unfortunately, on closer approach this glimpse is marred by a progression of uninviting subways beneath the C.P.R. tracks, deteriorating buildings, mixed land use, open storage and lineal retail frontages along major thoroughfares. A transitional or border zone surrounding Downtown is common to all major cities but it is particularly evident in Calgary because of the proximity of the railroad and obsolescent warehouse districts.

Having arrived in Downtown, there are some very attractive and functional buildings that climax the journey, but there are no dominating features to focus attention or capture the imagination. No clear-cut main street, prominent building or open space, no fountains or statues or public squares, nowhere to sit, to relax, to meet friends, to escape the weather; just a multiplicity of signs, restrictions, over-head wiring, traffic conflicts, a hodge-podge of buildings, advertising and confusion.

No Downtown can be expected to appeal to all the senses; indeed some have described Calgary's Downtown as the City's Workshop, a place to be deserted as soon as the day's work is done; but Calgarians now find themselves well into the second half of the twentieth century, with more money, more leisure and better transportation, with a Downtown Core that was conceived and built to meet the needs of a less sophisticated era.

Much of the construction in Downtown is neither very good nor very poor. Parts of it are in a state of transition, and upgrading is taking place through new apartment and office buildings. The transitional nature of Downtown is evident from the population decreases in every precinct, (indicated by the chart opposite), particularly in the area surrounding the retail core.

In order to make a comparative assessment of the viability of existing conditions in Downtown Calgary, a sieve map technique has been used (Plate 7), whereby a series of negative factors are given weighted shades of color and then superimposed, to pin-point the most undesirable or under-used blocks. Conversely, the areas left in white or a pale color are the more acceptable (the railway property, because of its extent, industrial characteristics and blighting influence has been placed in a special category indicated by the grey shading on the map). While the effect of each property upon adjacent land uses has been carefully examined, the purely aesthetic qualities of design have been excluded from this analysis.

Plate 7 clearly defines those areas that are most in need of improvement. The physical and functional obsolescence has been measured in terms of conflicting land uses (such as mixed residential and commercial uses), as well as by the factors of age and condition, floor vacancy, the under-use of land and poor maintenance. The re-use of this map, as the base for plotting new buildings and existing surface parking (Plates 12 and 14), illustrates the transitional nature of some sub-standard blocks and therefore explains the need for the urban renewal proposals introduced on page 60.

Residential Characteristics

The proportion of aged buildings in Downtown Calgary, relative to

the total housing stock, is one of the highest in the City. In Victoria Park and the Belt Line, for example, 83 and 62 per cent respectively of the buildings were built prior to 1920. While age is not the only reason for deterioration, many of these dwellings have long since entered a cycle of downgrading from single family to multi-dwelling accommodation with conversions of the former to rooming and housekeeping units. In Victoria Park this cycle of downgrading has not been reversed and 80 per cent of the dwellings have deteriorated beyond the point where it is economical to complete necessary renovations. Similar precincts, with the majority of dwellings in poor and very poor condition, include Eau Claire, Churchill Park and C.P.R. The latter areas also suffer from the repercussions of mixed uses with poor external appearance and environment.

The population figures for the past ten years indicate a sharp decline in most Downtown precincts; however, the minimal one per cent decline in the Belt Line, in spite of commercial developments around its fringe, emphasizes the trend towards new apartment accommodation in this district. In other precincts, the decline ranges from 11 per cent to 84 per cent.¹

The Core Frame

In Downtown Calgary, west of 4th Street West and north of 6th Avenue, the transition from Core to Core Frame is associated with an area of lateral expansion of major office buildings, interspersed by run-down houses, surface parking areas, and automotive uses. The correlation between surface parking areas and the boundary of the retail-office core is shown by the Existing Land Use map (page 31).

A measurement of the under-use of land in Downtown, including surface parking, has been obtained by comparing building assessment to land assessment by block. In the James Short precinct, for example, every block is below the average ratio for building to land assessment in this area of Downtown. New development has tended to skip certain hold-out properties and, in doing so, the transition area has expanded considerably.

Zoning Changes

Where a zoning boundary delimits two distinct land use districts on the map, such as industrial and residential zones, the boundary appears as a crisp and clear line, but on the ground it is frequently an area of mixed land use with detrimental effects upon neighbouring residential development. The characteristics of such border zones do not encourage residential redevelopment and the boundary tends to remain depressed. Problems with zoning changes occur in the vicinity of 11th and 12th Avenues, which separate high density residential from Downtown commercial and industrial use, and adjacent to main commercial streets such as 17th Avenue South, 1st, 4th, 8th and 14th Streets S.W. where similar conflicts occur.

Obsolescence

From the chart opposite, it will be seen that in several precincts, including Downtown East, Churchill Park, C.P.R. East and C.P.R. West, over 40 per cent of the blocks have a commercial industrial floor area vacancy of 7.5 to 15 per cent or greater, indicative of functional obsolescence and a situation where it is uneconomical to improve the premises.

DOWNTOWN TODAY

1. The ten-year average may not reflect recent changes effected by the construction of high-rise apartments in the West End.

HEALTH OF DOWNTOWN

Summary of Conditions by Precinct

	Eau Claire	McDougall	Mewata	Downtown West	Downtown Central	Downtown East	James Short	Churchill Park	C. P. R. East	C. P. R. Central	C. P. R. West	Belt Line	Victoria Park
PRECINCT	1	2	3	4	5	6	7	8	9	10	11	12	13
Population 1956	2614	1414	1602	804	226	1472	566	2042	151	633	1687	6933	5331
Population 1966	1864	1109	1426	187	83	959	90	1036	99	190	1124	6855	3342
% decrease 1956 - 1966	29%	22%	11%	77%	63%	35%	84%	49%	34%	70%	33%	1%	37%
Residential & Mixed Buildings ¹	395	172	261	31	3	37	22	190	8	30	159	969	721
Non-Residential Buildings	96	16	41	103	91	143	46	112	12	85	120	91	590
Residential & Mixed Lots	595	276	399	73	19	91	54	291	16	88	226	1501	1044
Non Residential Lots	319	50	139	356	296	316	155	320	47	259	406	202	131
Lots not built upon	254	58	173	115	29	73	171	186	17	85	115	230	76
Residential & Mixed Buildings in poor structural condition	53%	34%	29%	34%	—	23%	25%	57%	63%	51%	54%	41%	80%
Non-Residential Buildings in poor structural condition	15%	—	8%	2%	3%	23%	2%	28%	4%	14%	11%	19%	34%
Residential & Mixed Buildings with poor external appearance	51%	51%	49%	40%	—	40%	33%	55%	78%	38%	54%	33%	46%
Non-Residential Buildings with poor external appearance	54%	20%	42%	19%	6%	33%	20%	70%	40%	59%	49%	45%	27%
Buildings built between 1920 & 1950	25%	15%	33%	29%	33%	19%	32%	25%	21%	27%	31%	19%	11%
Buildings built prior to 1920	53%	68%	50%	22%	29%	56%	31%	51%	54%	55%	41%	62%	83%
Blocks with ratio of building to land assessment below $\frac{1}{2}$ the average ²	24%	48%	28%	15%	23%	29%	68%	61%	—	9%	8%	7%	13%
Blocks with a commercial floor vacancy exceeding 7.5% but less than 15%	—	—	6%	11%	—	54%	—	15%	100%	—	37%	10%	3%
Blocks with a commercial floor vacancy exceeding 15%	9%	—	3%	—	23%	8%	—	28%	—	—	11%	—	—
Incompatible uses	18%	12%	9%	5%	—	6%	7%	16%	18%	8%	12%	7%	7%

1. Mixed Buildings and Mixed Lots are premises which have a residential content in addition to at least one other type of use.

2. The ratio of total building assessment to total land assessment was averaged and standardized for the following three areas: Downtown Core, Southside Commercial and Industrial, and Residential. On this basis residential dwellings were not compared with high-rise office and similar non-residential uses.

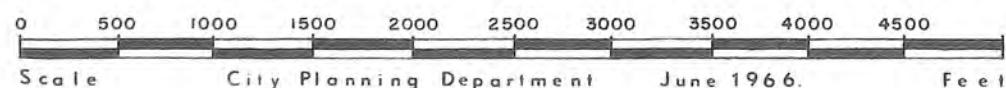


City of Calgary
DOWNTOWN MASTER PLAN

UNFAVOURABLE FACTORS:

- Structural condition
- Age and function
- Vacant floor space
- Underdevelopment of land
- Incompatible environment
- General appearance

A DARK SHADE REPRESENTS A COMBINATION OF UNFAVOURABLE FACTORS



HEALTH OF DOWNTOWN
A MEASURE OF USE AND ENVIRONMENT

7

PLATE

IMPACT OF CITY GROWTH

Within twenty years three-quarters of a million people will live in Calgary. From a total population of 323,000 in January of 1966, the number will more than double by 1986 to reach 775,000 people. By 1976, the half million mark will be surpassed to include 525,000 people.¹ On the average, for the next twenty years, the population is expected to increase approximately 4½ per cent annually. Of the 1986 population, 43 per cent will be under twenty years of age, and 59 per cent will be under thirty.

The student population will have increased from 75,000 in 1965 to 180,000 by 1986. The greater proportion of the enrolled students will be in the elementary schools, although the number of those remaining in high school to completion will increase steadily, as necessitated by demands of technological change. By the same token, it is expected that enrollment at institutes of higher education in Calgary will triple over the next twenty years, to 38,000 from the present number of 10,500. To facilitate this increase of students seeking a higher education, enrollment at the University of Calgary should reach 18,000 students by 1986; the Southern Alberta Institute of Technology should reach 10,000; and Junior Colleges should increase to 10,000.

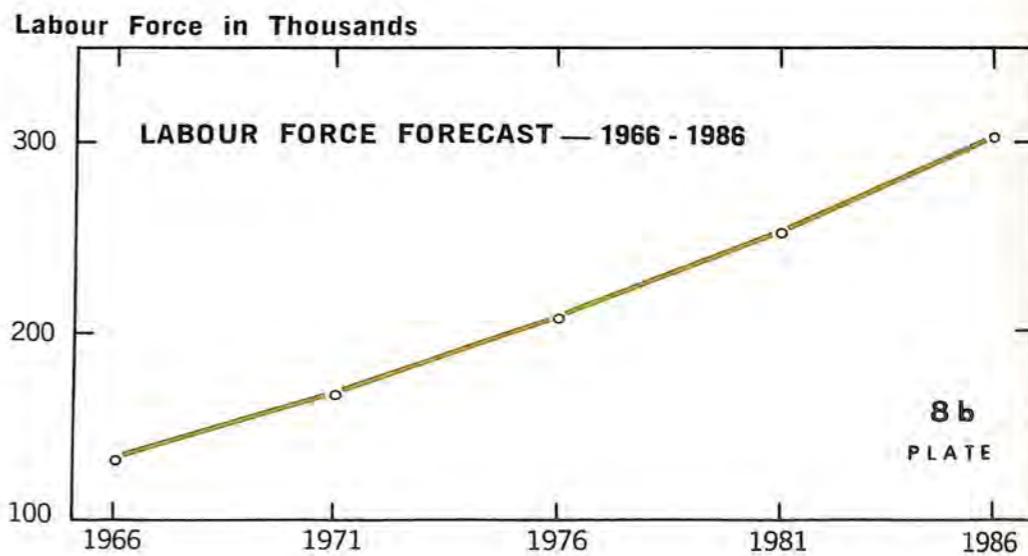
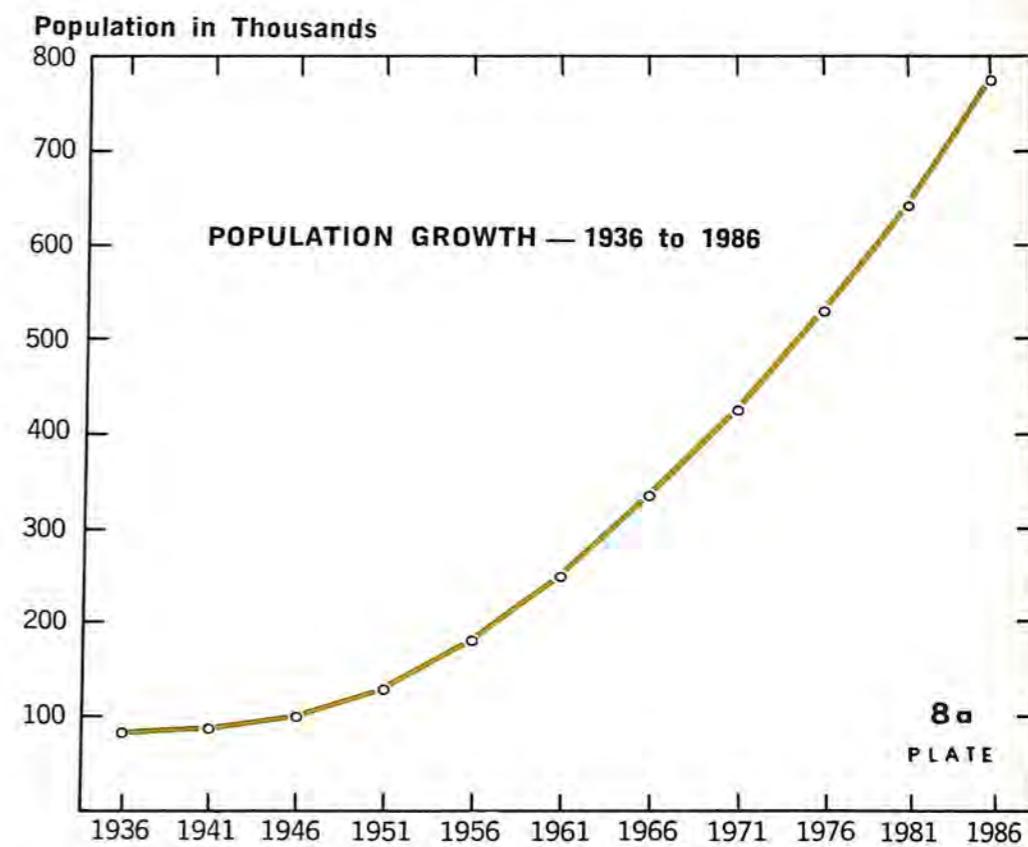
It is estimated that employment will increase from about 132,000, in 1966, to 302,000, by 1986. This represents an annual average increase of around eight thousand new jobs over the next twenty years. The projected trends of employment to 1986 indicate changes in the growth pattern of specific major industries. There will be a greater orientation of employment toward the service industries which will result in an increase in the number of professional and white collar workers. Increases in construction and retail trade employment will also continue to be a significant portion of the labor force, but manufacturing will experience a slower rate of increase in employment compared with some other industries.

Calgary income levels are expected to remain 5 per cent to 10 per cent above national averages. Forecasts of average family incomes² in Calgary from 1966 to 1986 indicate that twenty years hence, the income of an average Calgary family will have surpassed the twelve thousand dollar per annum level, nearly double the present average family income of seven thousand dollars.

Increasing population and incomes, and related consumer expenditures for more and better goods and services, the changing age structure of the population, and the substantial advances in industrial technology are all significant factors influencing the anticipated growth of Calgary for the next twenty years.

1. The impact of improved birth control methods may delay the attainment of these population estimates, but the public works program will be adjusted accordingly.

2. Family Income is defined as the total income from all sources received by all members living together of each family.



The growth pattern of all cities illustrates to some degree tendencies to concentrate and to disperse. Three alternative patterns have been examined which include both of these tendencies:

The Centralized City

The Multi-centre City

The Decentralized City.

The first involves a stimulated Downtown growth, through better access, improved parking and other facilities. Downtown would remain the most dominant and intensely developed area of land in the City, generating the greatest human activity with the highest land values, concomitant with its position as the geographical centre of the metropolitan area.

The second concept, the Multi-centre City, would be encouraged at the expense of Downtown, by diverting the City's resources to enlarging and strengthening regional centres, which would include major shopping, apartment, office or servicing complexes, of equal stature with Downtown.

The Decentralized City concept would envisage uninhibited urban sprawl, without any conscious effort made to strengthen either Downtown or the regional centres. The City would continue to gobble up land at an unimpeded rate, with uneconomic extensions to trunk sewers, water mains, main highways and the like.

It should be understood that dispersal or decentralization, if taken beyond a certain point, positively complicates transportation problems, by increasing all the distances that have to be travelled. Preliminary

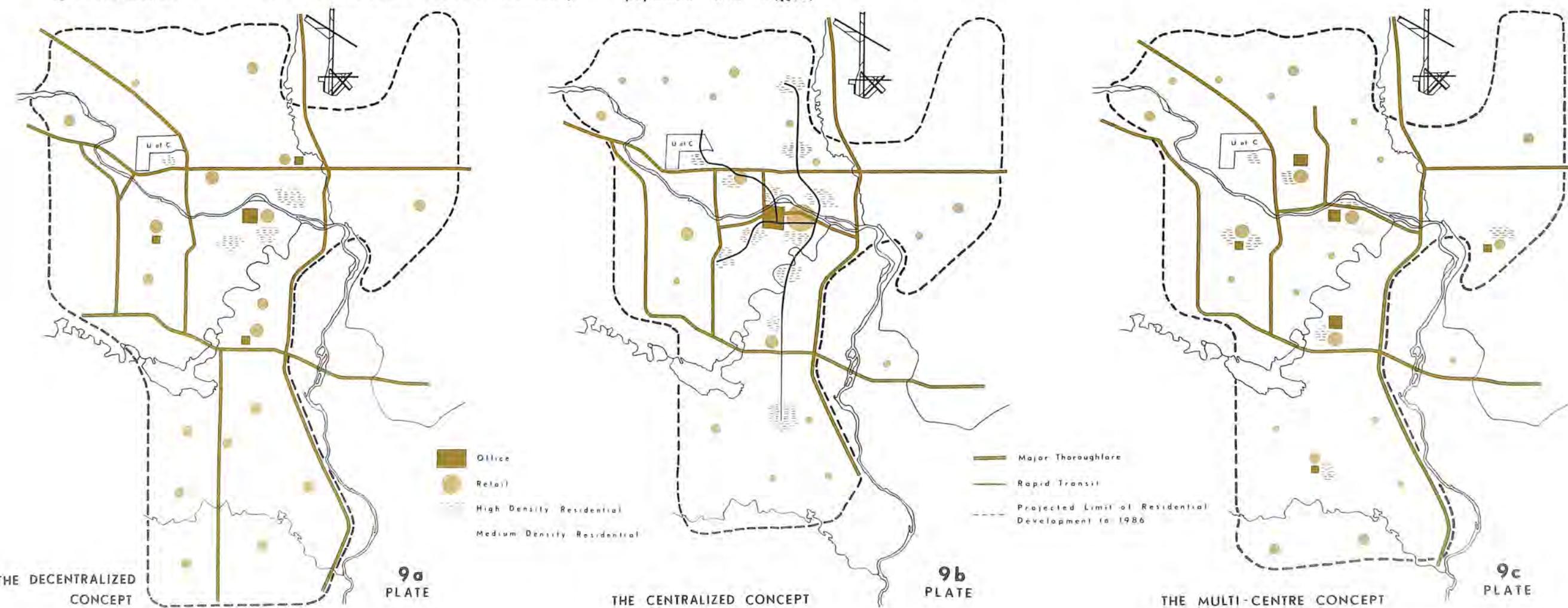
transportation cost estimates for Calgary have indicated that these costs are no greater under the stimulated Downtown alternative than under the other alternatives, in spite of the relatively high cost of thoroughfare improvements in or near Downtown. One of the offsetting factors is that efficient and cheaper modes of transportation, such as rapid transit, cannot function under a decentralized concept.

Another important consideration is the cost of supplying public utilities under various arrangements of urban activity. Downtown Calgary is presently serviced by water and sewer facilities of adequate capacity to accommodate the projected Downtown growth without the necessity for major expenditures. Under the decentralized alternative, extensive expenditure would be required to provide the same services to an equivalent amount of urban activity.

There are long-standing and well-tried advantages in the principle of compactness. Travel distances are kept to a minimum; the concentration of people makes it possible to provide a diversity of services, interests and contacts; there is a wider choice of employment, shops, recreational and cultural pursuits and even of housing. The issue is not simply and blindly between high rise apartments and low density suburbs. A city needs both, and Downtown will provide both to a limited degree for those who wish to enjoy the many other advantages of living Downtown.

For the reasons stated above and elsewhere throughout this Plan the stimulated Downtown concept has been chosen; it will accommodate the greatest concentration of shops, offices, specialist services, entertainment and cultural activities and be supported by the total city population and visitors.

ALTERNATE CITY GROWTH PATTERNS



LAND USE AND TRAFFIC

One of the goals of good transportation planning is to reduce the amount of unnecessary transportation. In other words we need to minimize the need for movement and at the same time maximize our ability to move.

As an example, consider the design of a multi-storey building which is to include a restaurant (usually a heavy attractor of human activity). If the restaurant is placed on the top floor it will involve numerous trips by elevator up and down the building, but, by placing the restaurant on the ground floor, elevators would not be required for restaurant traffic and a considerable amount of unnecessary transportation is avoided.

An elevator is the best example of a conscious effort to relate people and goods (generated by land use) to transportation. Elevators are designed to carry the loads generated by the volume and type of activity that a building is designed to serve. If the building is subsequently converted into a different type of use, at a different density, the relationship between elevator capacity and traffic generated may be destroyed, with the likelihood of crowded elevators and poor service. Similarly, we have the conflicting demands of land use and thoroughfare capacity as the centre of the City develops; with the growing intensity of land use the traffic generated or attracted increases while the capacity of the streets remains unchanged or actually decreases due to the congestion encountered.

From these analogies it is clear that there are two sides to the transportation problem: one is the provision of highways, public transit, railroads, parking and other related transportation facilities; the other is the demand for transportation—the volumes of traffic generated by the various types of buildings, at various densities and in various arrangements. Instead of devoting our attention exclusively to supplying additional transport capacity—a problem which is never completely overcome—an attempt has been made to recognize the demand, that is, the spatial arrangement of land uses which in turn generate human activity and traffic.

This plan is conceived as a means of providing additional capacity, in the form of thoroughfares and parking terminals; but at the same time, more people will be encouraged to live Downtown, thus reducing the demand for transport from home to work and for other purposes. The traffic producing potentials of various land uses have also been recognized and a conscientious attempt has been made to relate density of development or amount of activity to transportation demands. An acre of land devoted to low density residential uses generates an average of 29 trips per day while an acre of land used for commercial purposes may generate 300 or more trips per day. In the cores of cities approaching one million in population 1500 to 2000 trips per acre per day are frequently generated, with a range of 200 to 300 trips per acre per day immediately outside the core areas¹.

Thus, the transportation problem could be resolved by limiting the growth of the Downtown to the point at which the streets, as originally laid out, would be sufficient to handle the transportation requirements. However, this situation has already been reached in and around Downtown Calgary. Present day traffic volumes are accommodated in a reasonable manner only by the skillful manipulation of various devices such as traffic light synchronization, restrictive signs, elimination of curb parking, one-way streets and reversing the direction of traffic lanes during peak hours. It is clear that, if the Downtown is to fulfil the role envisaged by this Plan, other solutions must now be found.

The basis of the transportation proposals, outlined in subsequent pages, is conceived as a *balance* between public and private modes of transportation although a distinct practical limit is imposed; many people will continue to use private automobiles no matter how cheap or efficient public transit may become. A rapid transit system usually involves vehicles travelling on an uninterrupted or exclusive right-of-way. One track of such a system is able to carry ten to twelve times more people per hour than one lane of a freeway devoted to automobiles². In the former instance, the terminal or storage problem at the end of the trip is eliminated, thus preserving valuable land in the Downtown for higher and better uses.

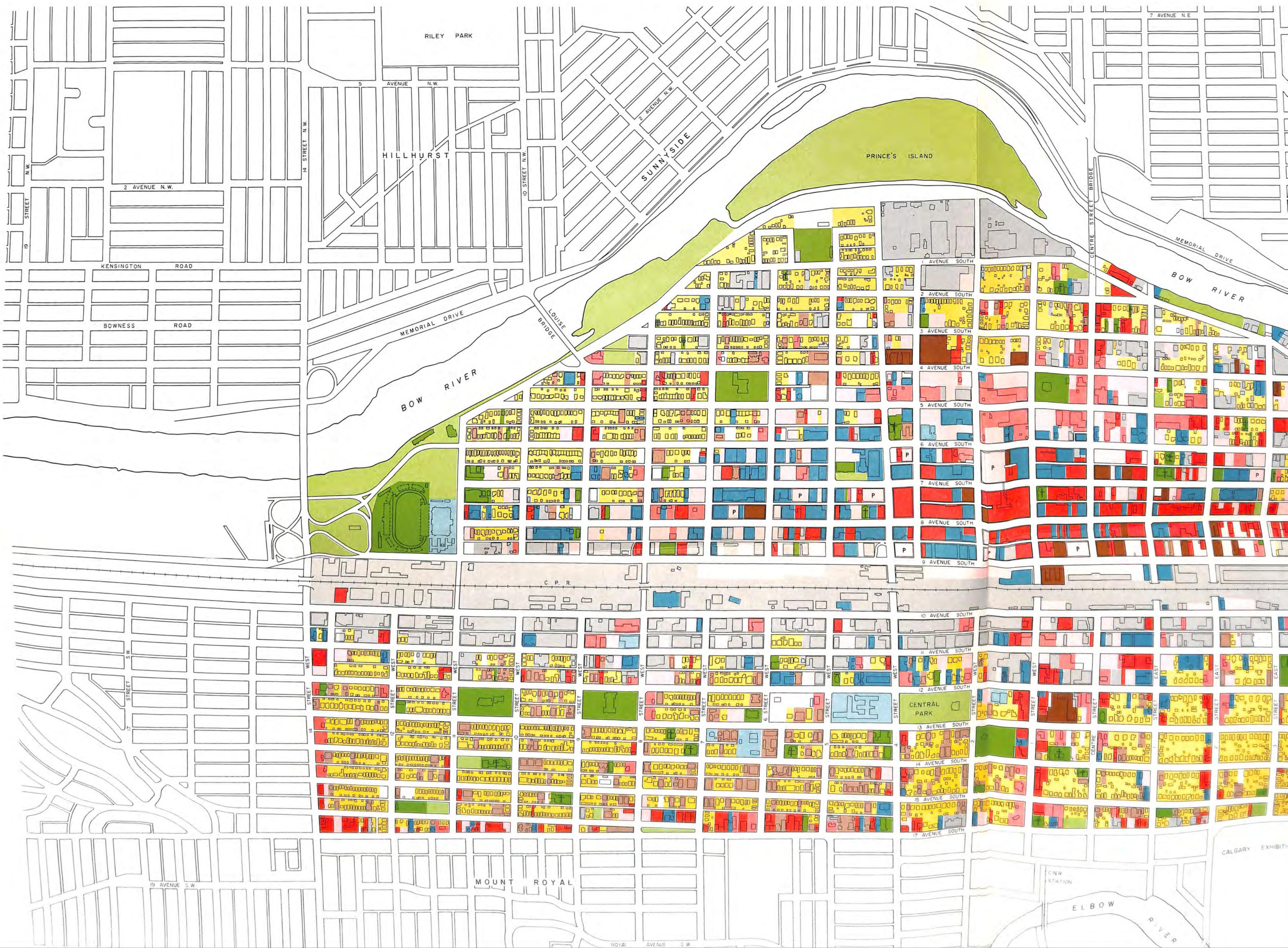
However, it is anticipated that, in spite of the attempt to reduce the magnitude of the transportation problem by

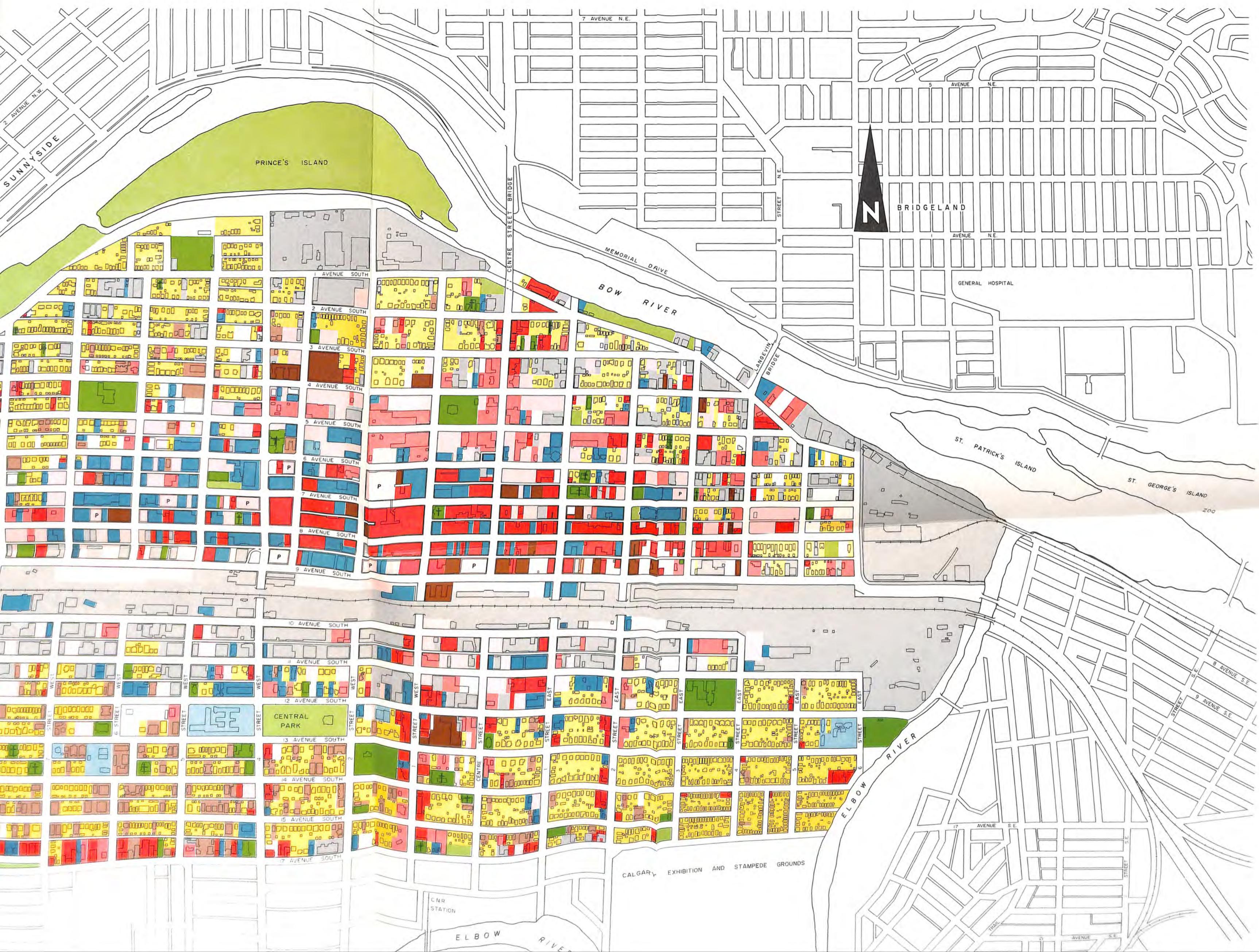
1. encouraging the people to live close to their place of work, shopping and entertainment,
2. introducing a rapid transit system capable of handling large volumes of people at low cost relative to the automobile and
3. encouraging the proper use of land,

the City will still be faced with a serious problem of handling automobile traffic to meet the desires of the people who prefer to travel by automobile and enjoy the many advantages it offers.

This Plan proposes an improved and expanded system of thoroughfares in and around Downtown (Plate 18, page 43). In addition to the Downtown Parkway which will form part of a ring road system, the existing streets will be utilized to their maximum capacity, while the removal of automobile traffic from others will give priority to pedestrian and transit movements. New access points to Downtown, together with an improved internal circulation system, are planned on a scale which is reasonable in terms of cost, land absorption and urban environment.

1. Wilfred Owen, *Cities In the Motor Age*. (New York: The Viking Press, 1964).
2. Lang and Soberman, *Urban Rail Transit*. (Cambridge, Mass.: M.I.T. Press, 1964).







City of Calgary

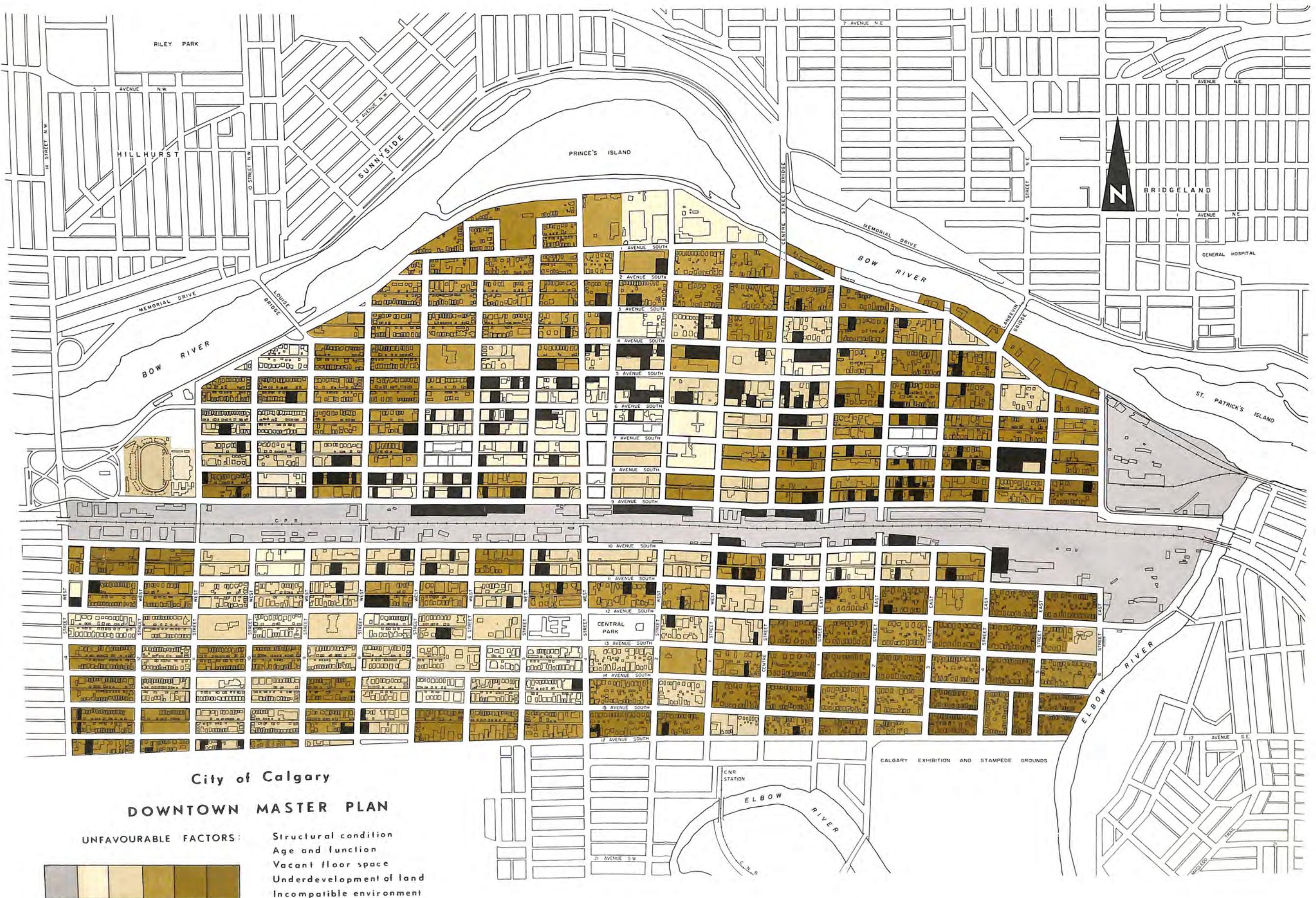
DOWNTOWN MASTER PLAN

Residential	Educational, Religious, Cultural
Apartment	Automotive
Hotel, Motel	Parking structure
Institutional	Surface parking
Retail	Industrial
Office	Open space

EXISTING LAND USE

11
PLATE





EXISTING SURFACE PARKING

14

PLATE

PEDESTRIAN MOVEMENTS

Pedestrian movements in the Downtown Core originate from four sources :

1. the automobile (usually parked),
2. public transit,
3. residential and recreational areas within walking distance,
4. places of work, shopping and entertainment.

The demand for pedestrian space, examined on page 40, is greatest on 8th Avenue and is orientated in an east/west direction. This movement is accommodated within the space that remains between curb and building face—a space that averages 10 feet regardless of pedestrian volume, and a space that is obstructed by various sidewalk activities (window shopping and bus loading) and street furniture. There has been virtually no attempt to protect these walks from the weather nor to provide points of interest and relaxation for the harassed pedestrian. If the core is to handle an increase in pedestrian volumes probably greater than that of automobiles and transit, having regard to the greater range of activities and growth in Downtown population, a planned concept is essential. This concept must have adequate capacity, accessibility and quality to fulfil the role of a centralized Downtown.

Plate 22, opposite, illustrates a pattern of movements that relates to the four types of pedestrian generators listed above :

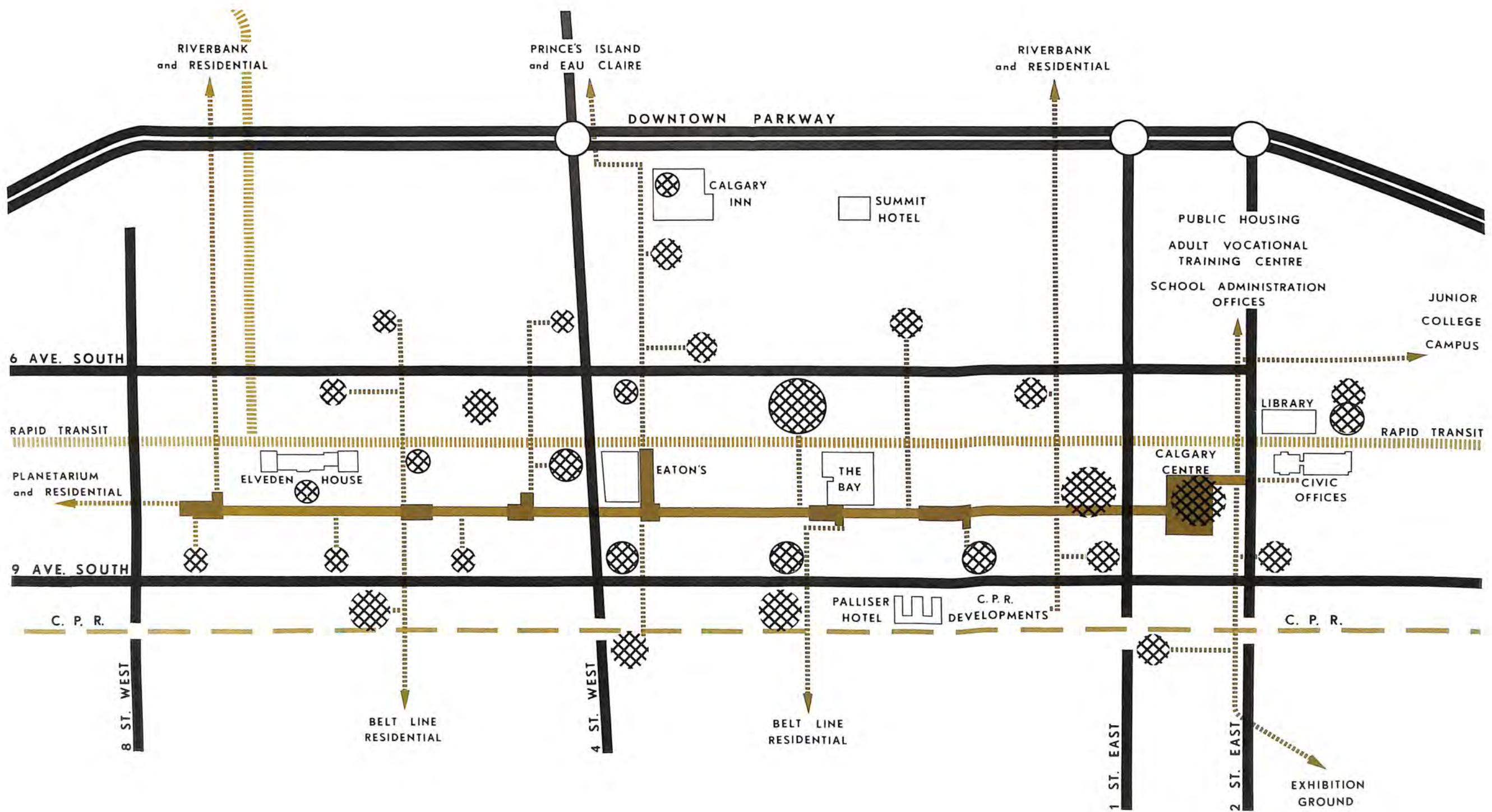
1. The location of existing and anticipated parking structures (both over and under ground level) which have access directly, or indirectly, to 5th, 6th and 9th Avenues and bisecting streets. These structures must be convenient to the core (with the broadest cross-section of activities) but should not penetrate it to the point where they limit its growth or add congestion to internal streets. Pedestrian ways to connect these structures with the peak activity areas will run generally in a north/south direction (see the sketch on page 58).
2. With the bulk of transit passengers disembarking on 7th

Avenue, (and with supporting routes on 6th and 9th Avenues) the emphasis is also upon north-south pedestrian movements. In the long term, many of these passengers may be "park and ride" commuters, making use of parking space at the Exhibition Grounds and other available space.

3. Superimposed upon these walkway connections to parkades and transit will be the pedestrian movements to nearby residential and recreational areas, particularly to Eau Claire, Prince's Island and the riverbank on the north, and the Belt Line on the south. With an expected Downtown population of 37,000 by 1986, and an annual influx of over 6 million visitors, these north/south links will be of key importance.
4. Tying in these pedestrian movements and the office, retail and governmental cores of Downtown will be the 8th Avenue Mall, providing a "linkage of images" that will help to build business and increase property values while giving a sense of identity to the heart of the City.

The grade separation of pedestrian movements is only envisaged in the early stages of redevelopment in the Calgary Centre portion of the Urban Renewal program, made feasible by the comprehensive assembly of land; but, in the long term, it may be not only desirable but necessary for a raised network of walkways to radiate from the 8th Avenue mall, to overpass the railway tracks and main traffic thoroughfares. The City's growth will not come to a standstill in 1986 but will continue to the point where two-level movements are economic. These must, of course, be related to the type of rapid transit facility that is introduced on 7th Avenue.

Within the core and directly related to the 8th Avenue Mall will be a series of pedestrian courts, at the focal points of pedestrian activity, which will have unique characteristics and provide variety in the urban landscape. These breathing spaces or "mini-parks" of which the recently reconstructed Frank Oliver Memorial in front of the Macdonald Hotel, Edmonton, is a good example, may be provided by private redevelopment or, failing this, by Development Schemes to be initiated by the City.



City of Calgary

DOWNTOWN MASTER PLAN

- Pedestrian courts (mini parks)
- Pedestrian ways
- Existing parking structures
- Future parking structures

PEDESTRIAN MOVEMENT
CONCEPT

THE 8TH AVENUE MALL

With the development of our Western civilization, more and more people are becoming urbanized and the urban environment must be changed and adapted to meet changing needs. Nowhere are urban problems more critical than in the city centres, where human needs for breathing space and meeting places have often been neglected. The provision of a mall on 8th Avenue, between 2nd Street East and 8th Street West, is intended to bring back a human environment to the Downtown core. Essentially, it entails the exclusion of traffic from a densely developed street which is then subjected to special paving and landscape treatment for the sole use and enjoyment of pedestrians—shoppers, office workers and visitors.

The experiences of those cities that have recently introduced pedestrian malls to their downtown cores have been most favorable, particularly in attracting new business and in benefits to the citizen. Notable examples include the Lijnbaan Mall, Rotterdam; The Precinct, Coventry; Sparks Street, Ottawa; Midtown Plaza, Rochester, N.Y. (illustrated on page 62); and Fulton Street, Fresno, California. In the latter, an estimated expenditure of \$1,500,000 on the creation of the Mall for six blocks of Fulton Street (including almost \$1,000,000 for the improvement of underground utilities) has already resulted in a building boom valued at \$35,000,000 in new construction and remodelling in downtown Fresno since 1963. Conservative estimates suggest that the Fresno Plan will generate a total of perhaps \$125,000,000 in new construction in the next decade, and that assessment values on the Mall will be double, by 1970, what they were when the project was commenced.

For Fresno citizens, this is something of a miracle; at the time the city embarked on this redevelopment effort, local business was going rapidly downhill. Even though Fresno is the natural market centre for the most productive agricultural region in the nation it was steadily losing its dominant position and its share of this income to outlying communities.

The shock that first brought home the seriousness of the situation to Fresno leaders was administered in 1956, when Sears Roebuck decided to abandon its Fulton Street store and move to a new suburban shopping centre. Looking about them, Fresnans realized gloomily that about one out of every three stores downtown was vacant or for rent.¹

The selection of 8th Avenue for development of a mall in Downtown Calgary was determined by the following factors:

1. Its position, as the main shopping street and lineal spine of the Downtown Core.
2. The volume of pedestrians, already in conflict with traffic and confined to narrow sidewalks, obstructed by bus stops, street signs, parking meters and the like.
3. The feasibility of by-passing traffic onto parallel avenues with direct outlets to the east and west.
4. Its uniform proximity to main transit facilities on 7th Avenue.

5. The need to strengthen the physical and visual relationship of principal Downtown attractions, such as Eaton's and The Bay.

The Avenue's existing appearance and function differ markedly to the east and west of 4th Street West. A study of ground floor uses has shown that 70% of frontages east of 4th Street West are retail, whereas an almost identical percentage of non-retail frontages occur west of 4th Street West. The mall design must reflect these basic differences, providing full orientation to shopping facilities and continuous retail frontages east of 4th Street, while establishing interest and restful areas for office workers and residents in the western portion.

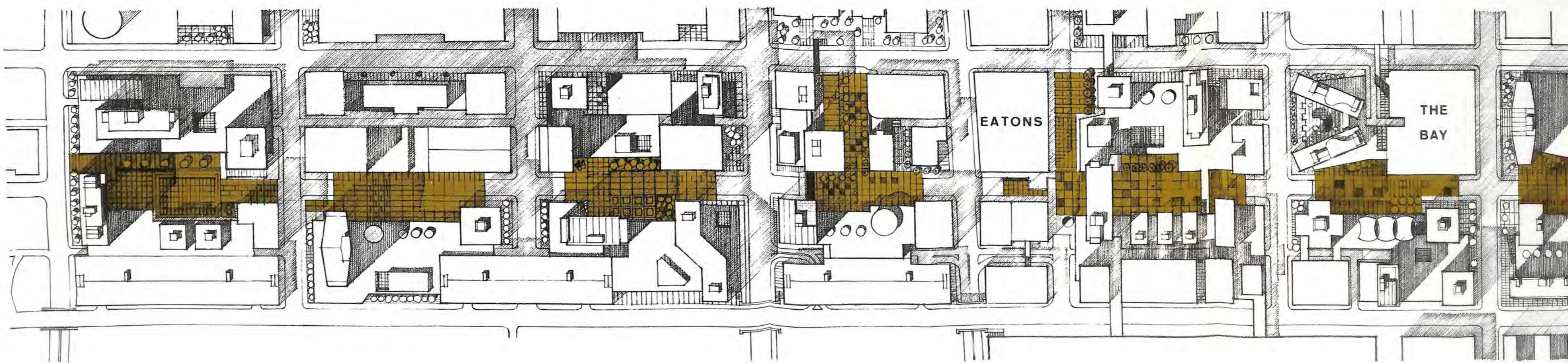
The centre of the mall will be generally open, but will be surrounded by covered arcades or canopies that will give weather protection for access to and from the stores. The mall will be landscaped and paved in a manner that will have regard to the shape and set-back of adjacent buildings; and it will involve the redesign of street furniture (seats, lamps and signs, etc.) in conjunction with this landscape treatment. It will be linked by north/south walkways (between blocks) and by existing streets to parking structures, public transit and other activities.

The City's direct investment in the 8th Avenue Mall, in terms of paving and landscaping (which will be developed in stages), is estimated at approximately half a million dollars, excluding the development of "mini-parks" in the vicinity, but the successful implementation of the mall concept will depend very largely upon the co-operative action of property owners along 8th Avenue. Redevelopment and improvement of adjacent properties should have regard to the following design criteria which may be incorporated into the development control guidelines:

1. The preservation and encouragement of a continuous retail frontage east of 4th Street West.
2. High quality of building finishes and general compatibility with the mall, particularly with regard to open areas and arcades.
3. Encouragement of high density buildings where their height and bulk properly relate to the mall and do not cause excessive shadow or wind tunnel effects.
4. Preservation and maintenance of certain buildings possessing historic value or special characteristics, and the improvement of external appearance of all premises not to be redeveloped.
5. Elimination of roof signs, free-standing signs and "third party" signs; and, as a general rule, all facia signs and projections must complement the appearance of buildings.

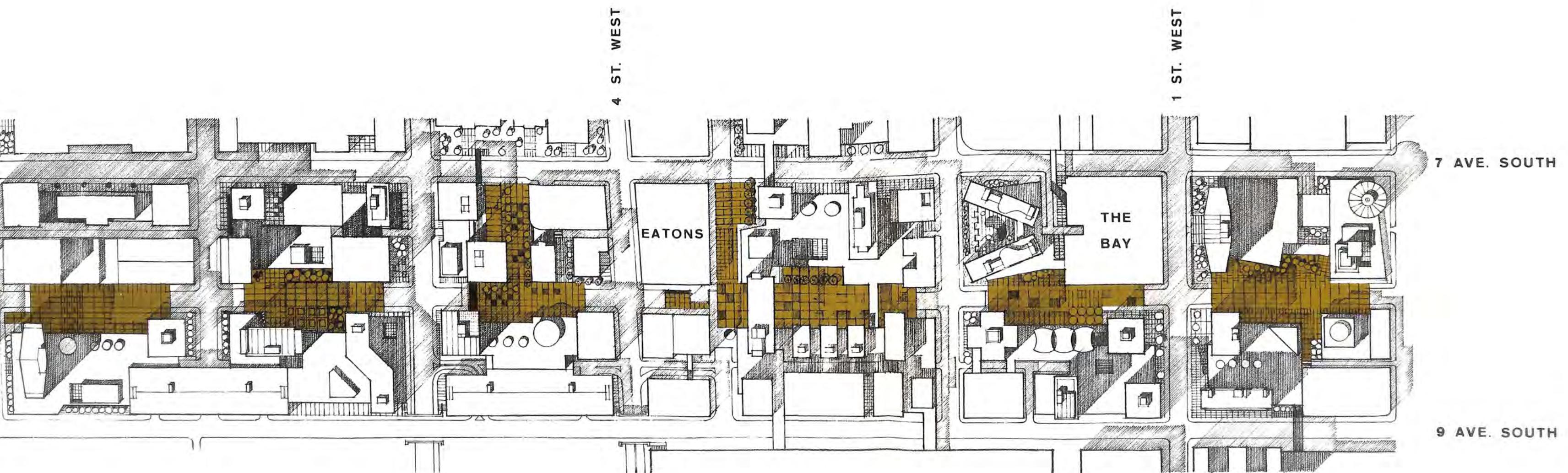
1. *McCall's*, April 1966.

8 ST. WEST



8th AVENUE MALL C

1 ST. WEST



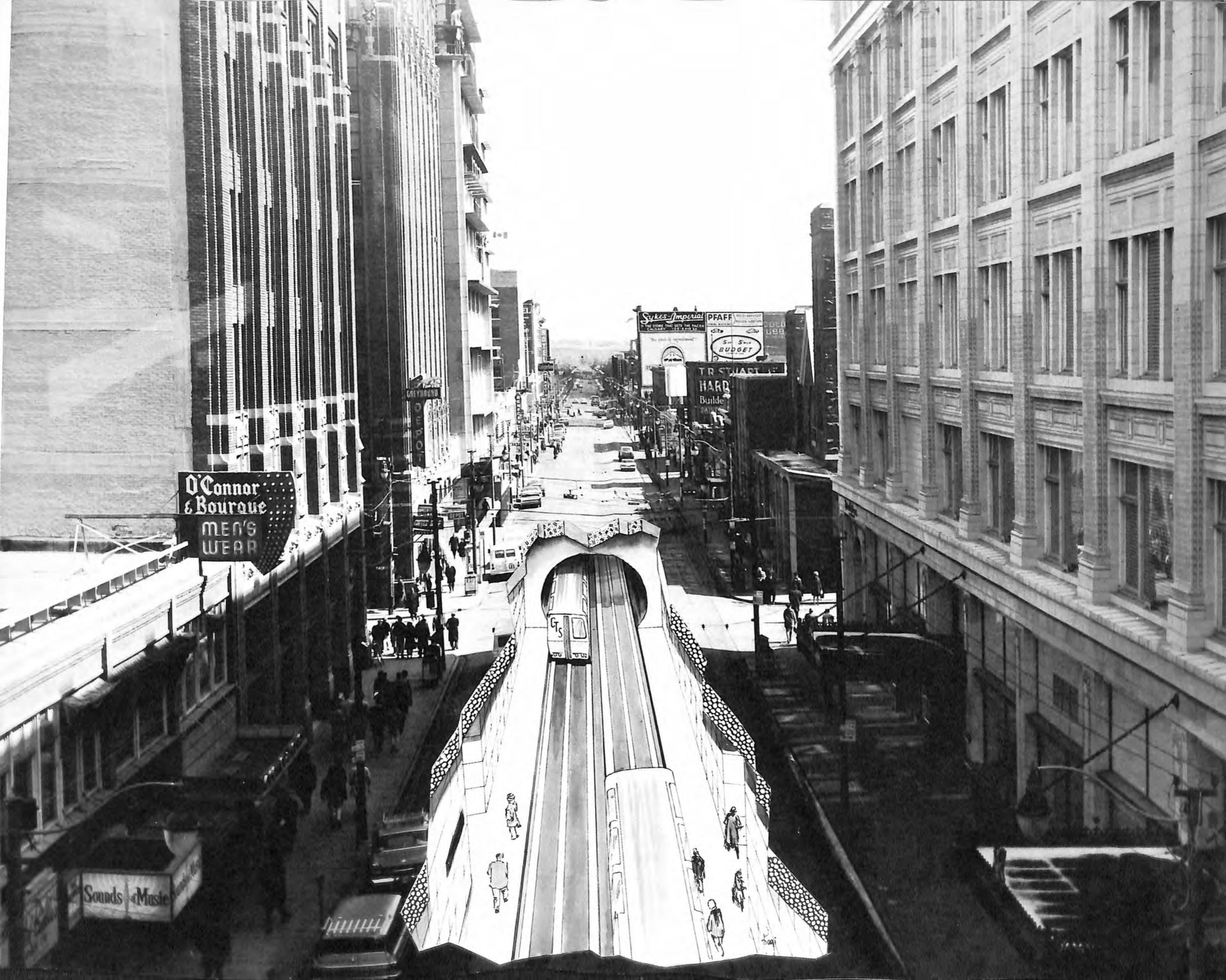
8th AVENUE MALL CONCEPT



This delightful little area in front of the Glenbow Museum illustrates the scale of open space required in the Downtown core. With properly designed and located seating, such areas could provide "a moment of peace in a busy place".

PLATE 23—THE EIGHTH AVENUE MALL CONCEPT

An illustration of what may be achieved by coordinated public and private redevelopment over the next twenty years.



RAPID TRANSIT ALTERNATIVES

A rapid transit system has its greatest effect in Downtown where the efficient utilization of space is of the utmost importance. Consideration has been given to the alternative methods of separating rapid transit from street level movements in the Downtown core. These sketches illustrate a depressed or subway system, and an elevated or overhead system; these must be evaluated in terms of their relative cost, aesthetic effects, injurious affection, interference with surface traffic and accessibility.

The total cost of an elevated system, which would include 17½ miles of rapid transit routes with 30 stations, river crossings, power supply and distribution, yards and shops, rapid transit vehicles and engineering and contingency fees, has been estimated at \$105 million. This does not include land acquisition costs, for those portions that deviate from existing public rights of way, nor claims for injurious affection in the Downtown core.

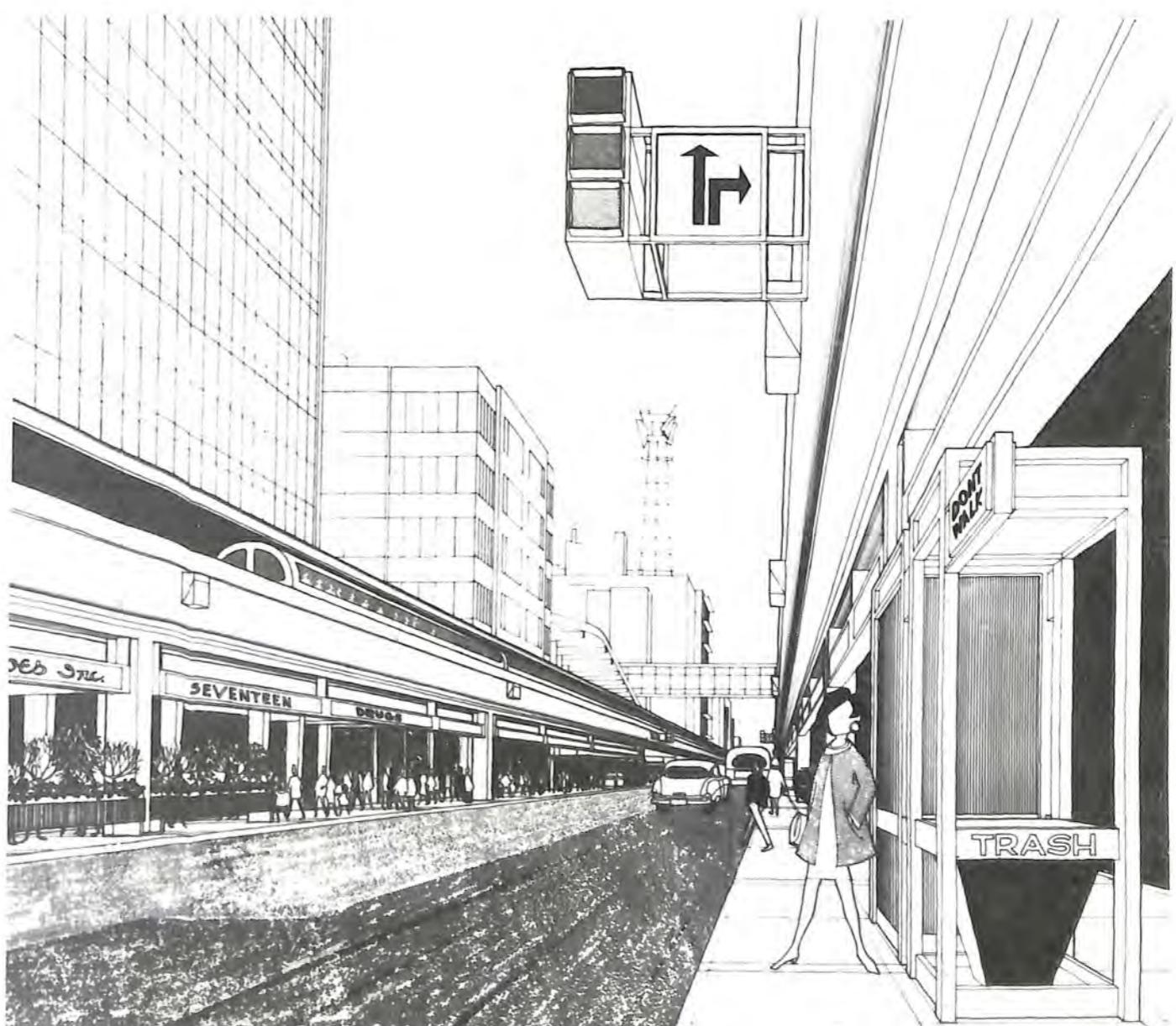
The cost of a similar rapid transit system, with the Downtown portion constructed in a subway (beneath utilities and the water table), has been estimated at an additional \$30 - \$35 million over the elevated proposal, though claims for injurious affection would not be substantial. Nevertheless, the overall cost could be considerably less than the expenditures that would otherwise be needed for additional expressway and parking facilities.

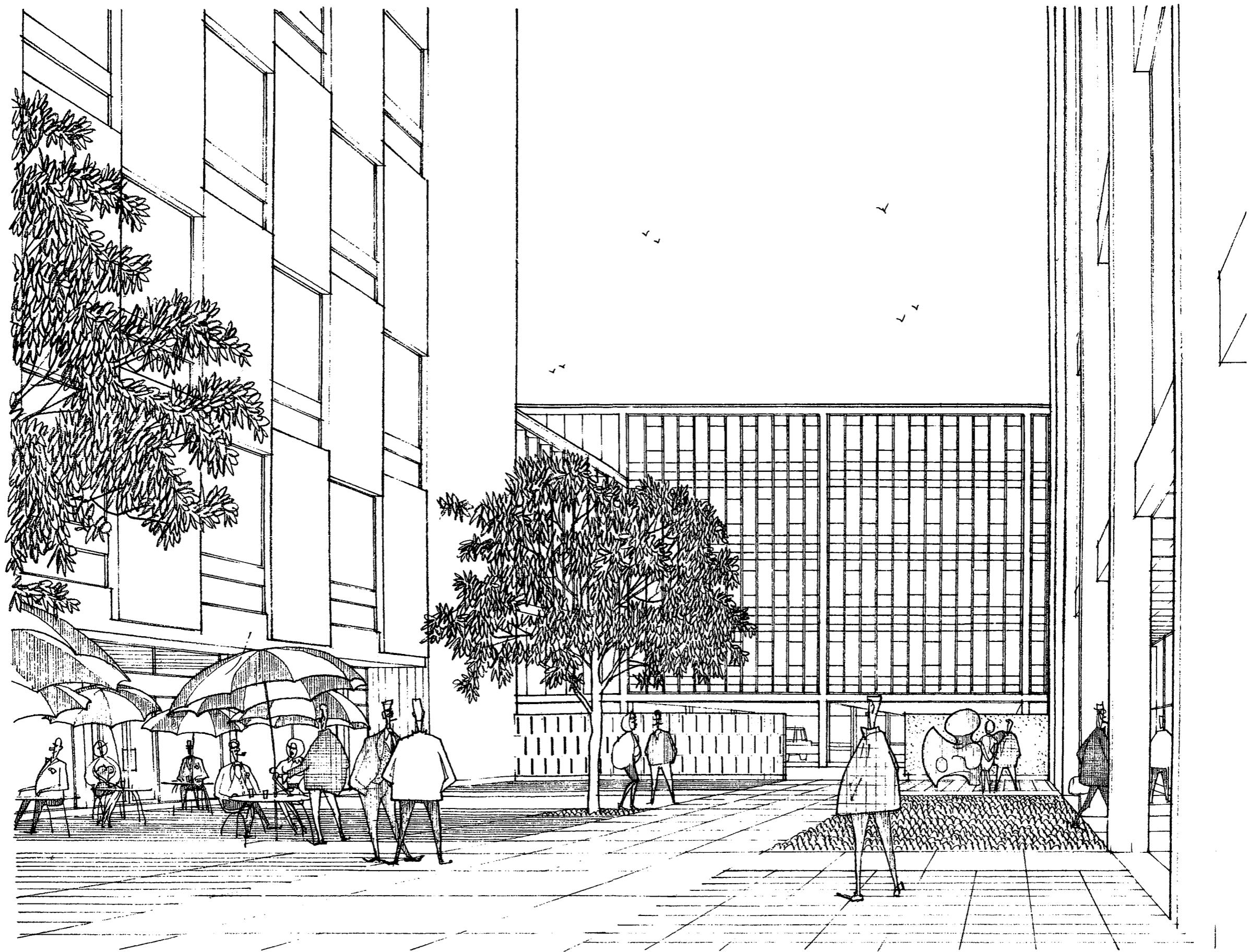
While the underground system would pose some technical problems where it emerges above ground level at either end of the Downtown core (it would interfere with cross traffic for several blocks), it could be integrated into the existing pattern of development with the minimum of interference with the appearance and operation of business premises along 7th Avenue.

The overhead system would eliminate daylight from the second floor level of most buildings along its path and, on smaller buildings, it would have an undesirable architectural impact. These problems would be accentuated adjacent to the stations. Nevertheless, the overhead system could afford this thoroughfare two very attractive weather-protected sidewalks with coordinated signs and street lighting. It would also be convenient to an overhead walkway system, a fundamental factor in the long term development of Downtown.

Both illustrations and the preliminary cost estimates are based on the "Westinghouse Transit Expressway" which uses a rubber-tired automatic vehicle, capable of high-speed operation in practically any weather conditions. Safege and Alweg systems have many similar characteristics.

The operational aspects of a rapid transit system can essentially be satisfied either above or below street level but the final decision must weigh the aesthetic disadvantage and injurious affection of overhead construction against its added convenience.





PART IV

comprehensive renewal areas

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URBAN RENEWAL

In the preparation and carrying out of an Urban Renewal Scheme, the Central Mortgage and Housing Corporation and the Province of Alberta may grant the City of Calgary 50 percent and 30 percent of the costs, respectively¹.

An **Urban Renewal Scheme** is a document which sets out a program of action for the renewal of a blighted or substandard area. The program may include redevelopment rehabilitation, and conservation, used separately or in combination.

Redevelopment involves the acquisition and clearance of blighted and substandard properties and the use of their sites for new buildings or new uses that are in accordance with the Downtown Plan; it may require the exercise of municipal powers of expropriation, particularly to assemble land into larger parcels for comprehensive re-use.

Rehabilitation may be used to restore and improve deteriorating properties which do not need complete redevelopment; it combines action by public and individual owners to improve their properties, with action by the City to improve community facilities, such as roads, boulevards and parks.

Conservation means the prevention of the deterioration of sound properties; it is achieved by the enforcement of occupancy, maintenance, zoning and other by-laws, within the framework of the Downtown Plan, and by promoting public awareness and understanding of the program to stimulate active participation and support.

The conditions in various parts of Downtown Calgary have been examined and areas of blighted and substandard properties have been identified. These renewal areas are described in the following section and are shown on Plate 27 (opposite); the planned uses for each of the renewal areas and the type and timing of renewal action are set out on pages 63 to 73. On page 74 there is a summary, in the form of a program for elaborating certain aspects of this plan and for urban renewal.

Blight and substandardness is evidenced by such factors as:

- Overcrowded homes
- Inadequate nature of schools, parks, and playgrounds
- Unsatisfactory mixture of homes and businesses
- Worn out buildings
- Inadequate water and sewer services
- Traffic congestion
- Poor visual environment
- A use of land that is unreasonable within the overall framework of the neighbourhood or of Downtown

These conditions have been found in varying degrees in the six areas

identified on Plate 27 (opposite). These are areas for which urban renewal schemes are being carried out or are proposed.

Churchill Park includes Calgary's first Urban Renewal Scheme, at the doorstep of the retail commercial heart of the City. It is just two blocks from the highest retail assessment and sits astride the main approach to Calgary from the south. It is distinguished by a concentrated transient population, cheap living quarters, missions and beer parlors, deteriorated housing mixed with industries and businesses, and heavily trafficked one-way streets.² Its unfavorable qualities have pervaded the commercial area to the west.

Centre Street has old and outmoded commercial buildings which were once at the very heart of the City. As with Churchill Park, it contributes little to the appeal of Downtown and, in many ways, detracts from it.

Eau Claire is an aged residential community where houses, car parking, transit garages, and industries are intermixed; here there are many low income families and few community services. In spite of its potential—in terms of public enjoyment of the presently neglected banks of the Bow River, and in terms of being a desirable close-in residential area—no private redevelopment is taking place. The area is essentially dormant.

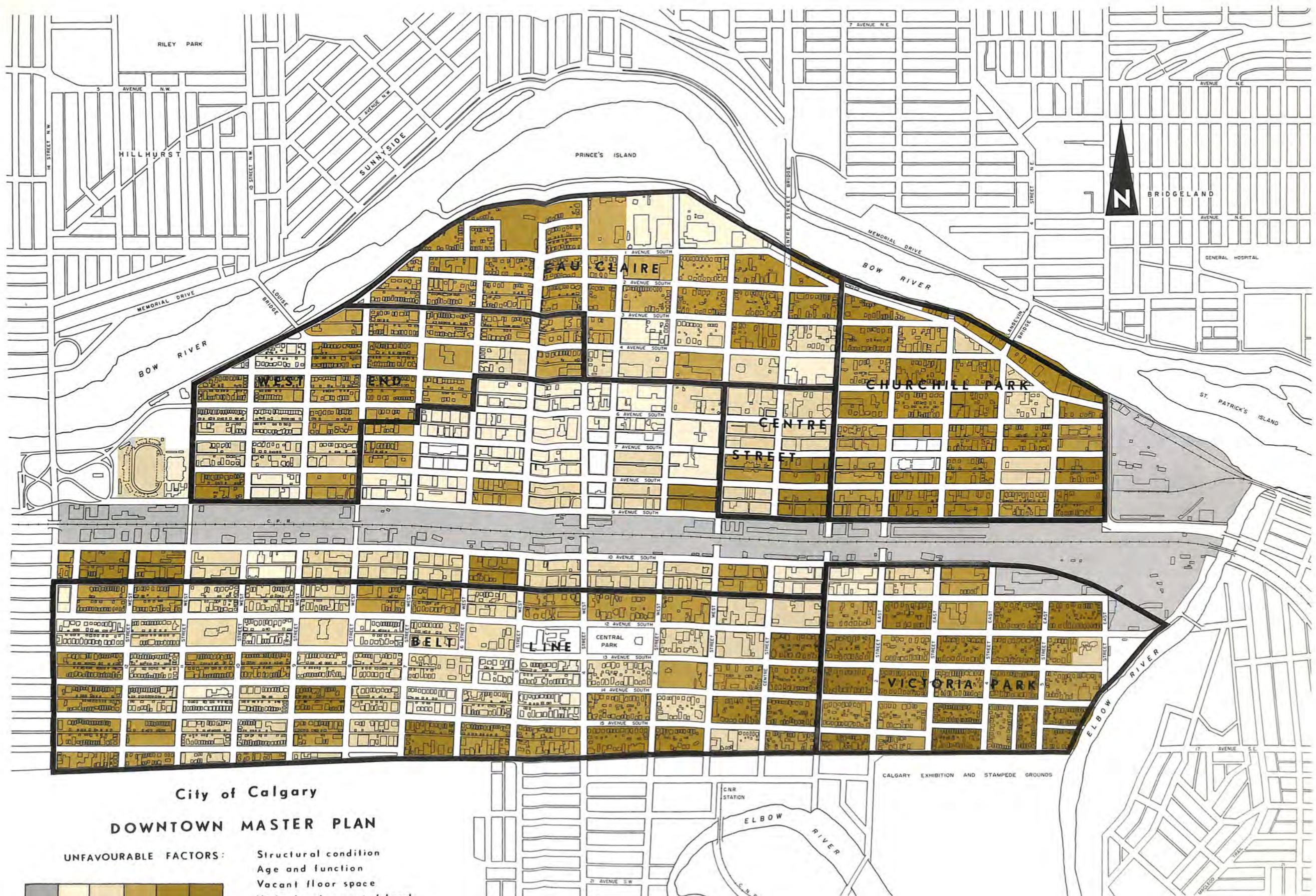
West End is another aging community which is chopped up by major thoroughfares; some private redevelopment has been taking place in the form of high-rise apartments and business buildings but this is piecemeal and uncoordinated.

Belt Line is a mature residential area, characterized in its western segments by pleasant tree-lined avenues, but spoiled by heavy traffic, and excessive street parking. New apartments are replacing the older homes but they threaten to remove many of the qualities that make the Belt Line attractive. More people live here than elsewhere downtown but there is a shortage of parks and open space. Businesses and industrial premises fringe the area and, on some streets, penetrate it; they are often poor neighbours for the residents. The eastern segments are shunned by the mortgage companies and no residential redevelopment is taking place.

Victoria Park is another aged residential community in which little change is evident; it is also shunned by the mortgage companies. The residents are generally low income families (with boarders), many of whom have resided in the area a long time. Victoria Park is intact, as a neighbourhood, having been by-passed by heavy traffic, but it has a higher proportion of social problems than other residential areas and has a preponderance of certain ethnic groups.

1. *Under the National Housing Act, 1954 (as amended) and the Alberta Housing Act.*

2. *Existing land uses are shown on Plate 11 (Page 31).*



City of Calgary

DOWNTOWN MASTER PLAN

UNFAVOURABLE FACTORS:



- Structural condition
- Age and function
- Vacant floor space
- Underdevelopment of land
- Incompatible environment
- General appearance

A DARK SHADE REPRESENTS A COMBINATION OF UNFAVOURABLE FACTORS

0 500 1000 1500 2000 2500 3000 3500 4000 4500
Scale City Planning Department June 1966. Feet

LOCATION OF RENEWAL AREAS

27
PLATE

The Midtown Plaza Mall is 300 ft. long and 110 ft. wide with an "L" section at the north end 100 ft. by 80 ft. The Mall ties together the McCurdy & Co. and B. Forman Co. stores (co-sponsors of the project), Midtown Tower, Rochester Telephone Building and 40 shops and services on two levels—the first level (Mall) and the second level (Terrace).

Midtown Plaza provides an air conditioned shopping centre in the heart of the downtown area where shoppers may stay under one roof for all shopping requirements. Shoppers are served from 220,000 square feet of new retail space and more than one million square feet of retail space with the integrated Forman and McCurdy stores included.



The renewal of Churchill Park was commenced during the years 1957-1964 by the replacement of old buildings with a new police headquarters, public library, city administration building and city parkade, and by the renovation of the existing City Hall. While these new buildings created the beginnings of a civic centre, they were not sufficient in themselves to spark the renewal of other properties in the vicinity.

In 1965, the City, Province, and Central Mortgage and Housing Corporation entered into a cost-sharing agreement to prepare an urban renewal scheme for the 31 blocks in Churchill Park. As the surveys for the scheme progressed, and as the preparation of this Downtown Plan advanced, it became evident that, with the exception of the civic buildings already described, the Federal Public Building (8th Avenue and 1st Street S.E.) and the Anglican Cathedral and Roman Catholic Church (1st Street East at 7th and 6th Avenues South), conservation or rehabilitation would be ineffective as the means of removing the blighting influences of Churchill Park and that complete redevelopment was necessary.

Accordingly, Urban Renewal Scheme No. 1A was prepared and has since been approved by all levels of government, as the first stage of the redevelopment of Churchill Park. Scheme No. 1A affects a total of 8 blocks, mostly in the vicinity of the civic buildings.

Consultant architects have been engaged to study the relationship of buildings, one to another, and the patterns of circulation and activities within this whole area, and consultant economists have been similarly

engaged to study the economic feasibility of land uses. Dependent upon their recommendations, and the readiness of public and private bodies to proceed, further urban renewal schemes to complete the redevelopment of the 31 block area, will be undertaken.

The total redevelopment of Churchill Park is planned to be completed by 1976.

Skid Row

The carrying out of the Churchill Park schemes will result in the disturbance of a major section of Calgary's skid row — its living quarters, its shops and eating places, its missions, its hotels, and its street corners.

The experiences of Philadelphia and Chicago support the view that skid rows can, to a large extent, be progressively eliminated. The development of a program for the concerted actions of various public and social agencies directed to this end is therefore planned.

Centre Street Redevelopment

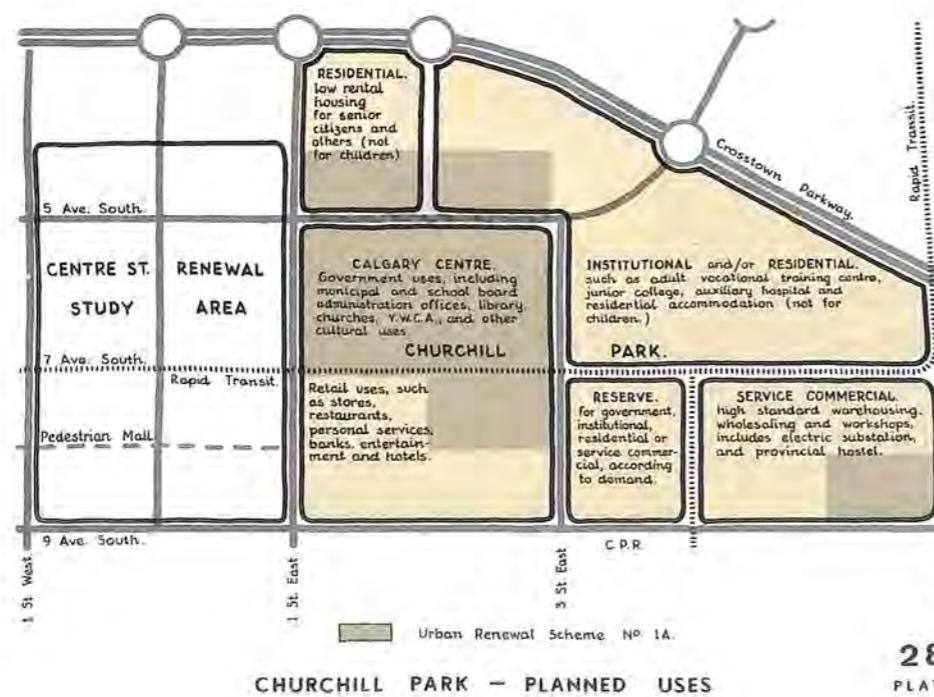
This is an area where little private redevelopment has taken place; dependent upon the recommendations of the consultant architects and economists, urban renewal is planned as a means whereby land will be assembled and made available, by public tender, for suitable large scale redevelopment by private enterprise — not only to replace the existing obsolete buildings, but to open up and connect the new development in Churchill Park on the east with the heart of Downtown on the west.

Calgary Centre Concept

The Calgary Centre comprises the eight block area bounded by 1st Street East, 5th Avenue South, 3rd Street East, and 9th Avenue South.

This is conceived as a multi-purpose complex of buildings directed towards the government and cultural services of Calgary and its region. The complex will include, in its south-west quadrant, a plaza where retail stores, personal service and other businesses and associated activities will be concentrated. The plaza is intended to become the most easterly of a series of interest nodes to be developed on 8th Avenue, which is to be strengthened as Calgary's principal shopping street, but in the form of a pedestrian mall with restricted vehicular access.

This plaza will be the focal point of the Calgary Centre, with covered pedestrian walkways leading from it to connect with public, cultural, educational and residential buildings to the north and east. The walkways will cross streets and enter buildings at an elevated level, and merge with the main activity areas of these buildings to give pedestrians a complete and weather-protected walkway system throughout the entire centre. They will be kept open at all times so as to remove the hazard of pedestrians crossing major traffic arteries at street level.



CHURCHILL PARK AND CENTRE STREET



Reston, Virginia, U.S.A. (a New Town)—An illustration of an area which has overwhelming natural and man-made assets (the lake was artificially created) supported by equally unique architectural charm and excellence. Calgary's Eau Claire area possesses equal potential for higher density residential development, not in the suburbs or in new towns on the urban fringe but right in Downtown!

In 1961 an agreement was entered into between the City and Central Mortgage and Housing Corporation for an urban renewal study of the area lying between 4th Avenue South and the Bow River. Surveys were carried out but before conclusions and recommendations were developed, the Canadian Pacific Railway made proposals for the redevelopment of its station and right-of-way, and for the relocation of its main line along the banks of the Bow River—through the study area. Although the C.P.R. scheme was abandoned, it did draw public attention to the need for a Downtown Plan. Arrangements were accordingly made to prepare this plan.

In 1963-1964, it was agreed by the City and C.M.H.C. that the urban renewal study should be suspended for the time being, and that it should be completed as a separate and identifiable chapter of the Downtown Plan.

The Eau Claire area has tremendous locational advantages for high density residential development, including its proximity to the Downtown office core, the Bow River and Prince's Island, and its relative isolation from main traffic movements. Having regard to the existing deteriorated conditions, summarized on pages 22 and 23, it is evident that nothing less than the complete redevelopment of the area, including buildings, roads, services, and landscaping, will enable its full potential, and that of a healthy Downtown, to be realized.

The Downtown Parkway will involve the complete removal of existing

buildings in Calgary's Chinatown and it is proposed that a careful examination of the relocation of this group, including economic and social implications, should be included in the Eau Claire Urban Renewal Scheme. This should be done in conjunction with whatever action should be taken on the older buildings in the vicinity of the Caravan Motor Hotel, the Calgary Inn, and the Summit Hotel, and the properties directly affected by the Downtown Parkway.

It is essential that the Eau Claire urban renewal scheme be prepared and carried out as soon as possible for the following reasons:

1. To allow sufficient time for the relocation of business firms, the Chinese and other residents (involving the provision of low rent housing and possibly the creation of a new Chinatown) before the early 1970's, when the initial construction of the Downtown Parkway is planned to commence.
2. To provide a new school site to replace the existing James Short and McDougall Schools, the sites of which will thereupon become available for early redevelopment.

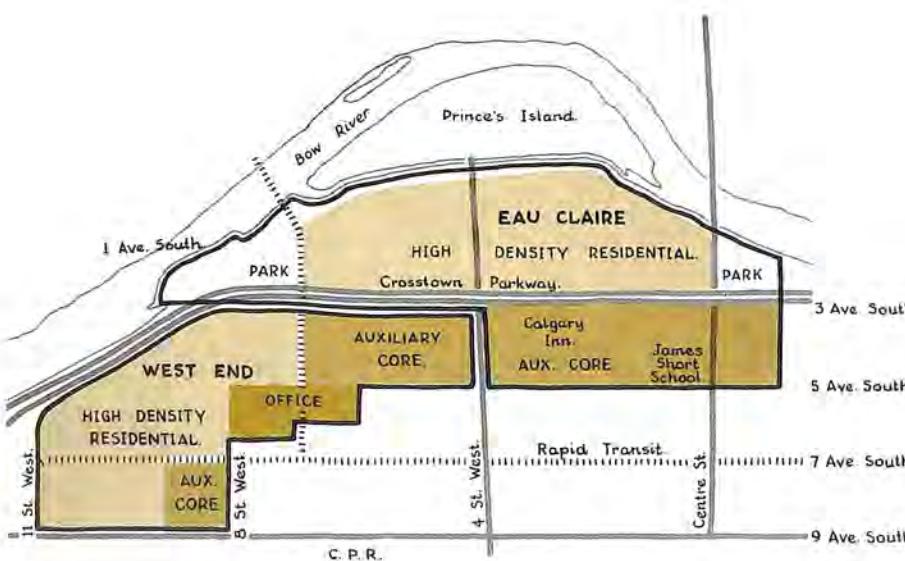
West End Rehabilitation

Private redevelopment, which is taking place on a piecemeal basis, is resulting in some significant buildings, including high-rise apartments, a major oil company office building, a six storey furniture store, and a geophysics building. The area is intersected by major one-way thoroughfares and the proposed rapid transit line, all of which limit the opportunities for changing the street pattern.

The West End is convenient to the Downtown office core and adjacent to the Bow River but, unlike the Eau Claire property, it is totally unsuitable for families with children because of the nature of development, the heavy through traffic and the absence of play space. It is bounded on the South by the Service Commercial development along the Canadian Pacific Railway, on the West by the Centennial Planetarium, the Armoury and Mewata Stadium, and on the North by the proposed Parkway. Many existing residences are in poor condition, with evidence of poor housekeeping and poor environment. The Mount Royal College and McDougall School sites will be made redundant by new facilities elsewhere.

The changes necessary to expedite the transition to higher density residential uses do not require a large measure of public participation but, because the redevelopment of this area is in competition with other Downtown apartment districts and could extend over 20 years, it is necessary for urban renewal action to have two basic objectives:

1. To prevent further premature decay, through the enforcement of a minimum standards by-law.
2. To ensure that the piecemeal redevelopment of the area will result in a coherent and satisfactory overall development. This means working out a development plan for the area based on a design that seeks to minimize conflict, as between the major thoroughfares and rapid transit line on the one hand and residential uses on the other, and to maximize the advantages of the area.



EAU CLAIRE AND WEST END - PLANNED USES

EAU CLAIRE AND WEST END